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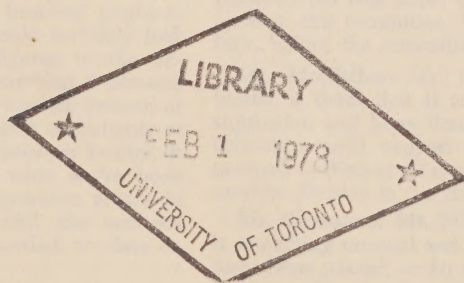
No. S-22

# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Estimates, Ministry of Community and Social Services



**First Session, 31st Parliament**

**Tuesday, November 8, 1977**

**Speaker: Honourable John E. Stokes**

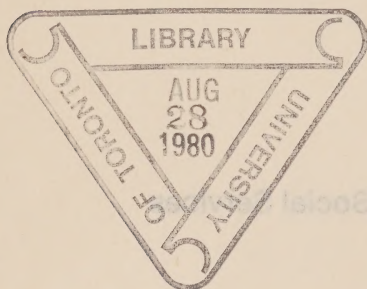
**Clerk: Roderick Lewis, Q.C.**



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## LEGISLATURE OF ONTARIO

TUESDAY, NOVEMBER 8, 1977

The committee met at 3:25 p.m.

### ESTIMATES, MINISTRY OF COMMUNITY AND SOCIAL SERVICES

(continued)

**Mr. Chairman:** The meeting will come to order. Mrs. Campbell, I think, was the last speaker.

**Mrs. Campbell:** Thank you, Mr. Chairman. I would like to make one or two preliminary remarks. I don't think it has been my experience to go through such a mess in the accounting of any ministry since I've been in this House, albeit that's only been since 1973.

I have sought to be fair to the minister in any of my remarks, recognizing the fact that he is new and having expressed my earnest hope that we will see before too long a more enlightened approach to this general ministry. However, I have to say that I for one would not countenance this kind of financial accounting mess one more time.

I think from his experience in the practice of the law he would also recognize the fact that as a rule when any business produces such chaotic figures one would certainly look behind those accounting figures to the administration itself. I must say that I demand on the part of this Legislature the release of the report of the management consultants at the earliest possible date, because I think it has to be before us after what we've been through, particularly as opposition critics in trying to come to grips with the methods with which we have proceeded to date in these votes.

Having said that, Mr. Chairman, trying so far as I can to see a way to bring some order out of the chaos, and in view of the statements of the Chairman of Management Board (Mr. Auld) in the House I would now move that we reopen vote 2802.

To speak to the motion I would like to say this, that when we addressed ourselves to it we recognized that vote, notwithstanding the estimate book, was at variance; the briefing book indicated the transfer of the children's services portion to vote 2804, and I believe the minister understood that in passing that vote we were not passing the children's services portion. Mr. Chairman,

you will recall the minister drew attention to a CP report that we had done so, and he complained in a jocular fashion that this is what happens when the press reports. It would seem that the press in that case was more knowledgeable of what this committee was doing than either the minister or, in fact, the two opposition critics.

[3:30]

Since the Chairman of Management Board has set out the procedure by which we may discuss vote 2804 but not vote on it, and having in mind that there must be a vote on the portion of children's services which fall within the Ministry of Community and Social Services, I would propose that we reopen the vote so that I might be permitted to continue to cover that portion, plus vote 2804 as we decided before, but to leave the vote open to give an opportunity to the critic for the third party to make his comments before the vote is called.

I can't think of any other way by which we are going to achieve breaking down the Ministry of Community and Social Services portion from vote 2804, which we cannot vote upon in this committee. My motion is, therefore, before the committee.

**Mr. McClellan:** Mr. Chairman, just very briefly, I think that is an eminently sensible suggestion and hope that all members of the committee will support it so that we can proceed to discuss all aspects of the children's services division in the time remaining to us.

**Mr. Chairman:** Mr. Minister, in fairness, it is something unusual and although these votes have been passed, as far as I am concerned I have no objection to allowing them a broad field to discuss these matters, because it's interwoven and I can understand the interest of wanting to discuss this program.

**Hon. Mr. Norton:** Mr. Chairman, if I might just comment, I certainly have no objection to that whatsoever. I think the motion that I understand was passed in the House referred the matters from the other ministries to this committee for consideration. It does not specifically refer to the items that are presently under children's services but were under vote 2802. I am quite prepared to co-operate with the committee in any way to make sure that members have the fullest



opportunity to discuss all of the issues that arise under the various programs in children's services.

On vote 2802, social resources program:

**Mrs. Campbell:** Thank you, Mr. Chairman, I do not propose, however, in moving the motion to reopen that we deal with anything other than the children's services portion. The others I have accepted as having been passed, and I think we did pass them legitimately, so it would be just the children's portion.

Addressing myself to these areas within your ministry for starters, I have in the first place some very grave concerns, and admittedly some dichotomies, about the attitude prevailing in the private home day care area. I can recall when the Protestant Children's Home started its project in East York, I pleaded with the minister at that time, the Hon. Mr. Yaremko—it's that far back—not to enforce the group day-care standards, particularly as they applied to how many square feet there had to be in a backyard in order for children to play.

I did feel and I still feel that there ought to be an option open to a parent to place children in a home of a neighbour if the parent is not, in effect, forced to do this because it is a cheaper service. If, in fact, the parent feels that he or she has an alternative and this is their chosen alternative, then I am not in disagreement, but when I read the *Globe and Mail* article of October 19 with the heading, "Police Find 39 Children Sleeping Cheek By Jowl in an Unlicensed Day-care Centre," I really was offended that in this day this could happen in our society. It seemed to take quite a long time for this ministry to catch up with this operation and to do something about it.

One of the reasons this service was a popular one to parents, who were paying about \$30 a week for the service, was because, as I understand it, provisions were made for picking up the children in the morning and returning them at hours convenient to the parents at night. I recognize that this is probably not something that we could put into effect generally while there is still such an unfulfilled need for day care in this province, but perhaps the minister, in his enlightened approach to day care, will take into consideration the fact that this is important to a great number of parents, particularly, as in this case, to immigrant parents.

I wonder if the minister—and I am sure his outrage was as great as mine—looked at this situation and if he asked the question, is it largely an unfulfilled need for day care

that results in such an illegal unlicensed operation? Is the onus to find day care for children completely on individual parents and completely divorced from government responsibility to provide decent day care for those who really need it? Why would it take two years to track down this operation?

Is the continuing shift to day-care privatization going to result in more cases like this one, and does the ministry plan to be responsible for not only the day care it operates, but also the day care alternatives used by the majority of the population? It seems to me that these questions are very straight before us at this point.

I had the opportunity of addressing a group of people concerned with welfare services. I think they were really interested in community development services and social services and not welfare services, but I still address myself to the welfare component of this ministry, because I don't think it has changed. In talking to that group, I pointed out that one of the grave problems that we have in trying to enunciate our concerns for day care is really the type of thing where you have to prove, for instance, the premise to how many people didn't get killed because we had crosswalks. It's an almost impossible thing to prove.

Yet there is no question, from all the studies which have been done, that poverty affects the development of children in a very special way. If by the provision of day care—and I'm speaking now of course of the group day-care programs—we could recognize that we are talking about an early learning program, it might be just as worthwhile to try experimentally to view day care in that light, in the same way that we tried experimentally with crosswalks to cut down accidents.

I don't like putting it in those terms, but I think they're the kinds of terms which this government understands, and I say that sadly too.

It is a fact—I'm sure Dr. Chamberlain would confirm it—that the Sick Children's Hospital is increasingly capable of determining a child's potential at an early age. If in any way we can assist, it seems to me that in the long run we will cut both the financial costs and the social costs by giving this kind of consideration to this very important service to children.

Of course, it has been viewed and used, regrettably I think, by a former minister and by others, to try to denigrate the mothers for the most part, of children in poverty. What bothers me in this area and what I've been trying to get through, and I know

I've done it in a somewhat jocular fashion, is that under this ministry women are not people, they are statistics. When conditions get them out of their bathrobes and into the work place, as it did with the former minister, they were statistics. They weren't human beings.

Now that conditions have changed, we now tend to feel that they have a great commitment, a great career in being in the home with their children. In both cases we see little commitment to day care itself.

We are in very troubled times, Mr. Minister, and we've been listening to and been concerned about the Inco workers. We've been concerned about our whole resource industry, but you are the minister to deal with the human element in our society. You are the one who must stand up and be counted that these people are human beings and not statistics. So when you look at day care from the point of view of both the child and the parent you have a very strong statement to make.

[3:45]

I must say I am somewhat offended that we have a new document released, one which I have not had the opportunity to read, a document dealing with day care and public policy in Ontario. Again it deals in the economic sense with day care rather than in the human sense. Some day we've got to face up to the fact that economists and others do not have the total answers for human beings, and we have to look at it from the point of view of their needs and their aspirations.

Going on then to the matter of Children's Aid Societies and CAS budgeting, you know this exercise that I've been through the last few days has really had one beneficial return for me. I have seen how ministries can go to Management Board and get an authorization to carry them through in the event of the need to overspend. What is the provision for Children's Aid Societies which follow their tortuous way through this place, trying to come to grips with getting money and trying to keep out of a deficit position while they wait endless months for some decision?

Our Children's Aid Societies have served a very useful purpose over the long years. They have taken a great deal of the weight and the burden from the ministry itself and I suggest, Mr. Chairman, they've taken a great deal of the burden of criticism from the ministry, but really across this province there seems to be a grave uncertainty. For example, a colleague of mine sent me these questions, which are raised by people in the Niagara

area, questions which you should have answered, with respect; they shouldn't have been perturbed about their future:

1. What ministry will the Children's Aid Society be under? As elementary as that.

2. Who will be the new director of the Niagara region?

3. Will the board of directors for the FACS be the same as it is now or will it be dissolved?

4. What qualifications will provincial group homes need, if any?

5. How will financing be distributed to the group homes?

Hon. Mr. Norton: Excuse me, could we have the fourth one again? I missed that.

Mrs. Campbell: I'm reading it verbatim: What qualifications will provincial group homes need, if any?

5. How will financing be distributed to the group homes?

6. Will group homes all be independent, outside jurisdiction of present FACS and be paid as private institutions?

The questions in themselves bother me, because there should not be this kind of uncertainty in the minds of those providing services to children anywhere in the province. Again I have this same sense of uncertainty about this ministry and this, to my mind, is a reflection of a lack of communication and a very real lack of understanding about the way this ministry functions—or perhaps, if I were being partisan, a very real understanding of the way in which this ministry works. I hope that I shall have the answers to those questions before we get too far into our debate.

At our last meeting I asked for a list of all of the task forces and committees, the membership thereof and the function which each serves. I understand that that list is available to me now. May I see it?

Hon. Mr. Norton: We have copies for the other members of the committee as well, if they wish to have them.

Mr. McClellan: Is this more recent than August?

Hon. Mr. Norton: It's dated November 4, and I am not sure if there are any additional committees here.

Judge Thomson: There is at least one new task force since August that's in this material. It is not in the August list.

Mr. McClellan: How come we don't get this then?

Hon. Mr. Norton: I'm sorry, at any time you want it it is available to you.

Mr. McClellan: How many times do you have to ask for it?



**Hon. Mr. Norton:** When did you ask last?

**Mr. McClellan:** I asked twice—

**Hon. Mr. Norton:** When? During these estimates?

**Mr. McClellan:** —to be provided with all the material that you are producing.

**Hon. Mr. Norton:** That is normally not something we do. We don't normally produce lists of those things just to keep people busy, but if you ever want that information I can assure you it is readily available to you. In terms of information that we might have prepared for circulation, I hope that you are receiving that. If not, let us know.

**Mr. McClellan:** I haven't received anything since August.

**Hon. Mr. Norton:** We wouldn't normally have gone, I presume, to the trouble of listing those things for general circulation. There are other perhaps more pressing tasks that the staff have, but if you want that information just let us know.

**Mr. McClellan:** I put you on notice that we want it.

**Mrs. Campbell:** I appreciate the receipt of this information as a result of my question last time.

**Hon. Mr. Norton:** Excuse me, Mrs. Campbell, Mr. McClellan, do you receive the newsletter that is put out by the children's services division?

**Mr. McClellan:** The last one I received was on August 4.

**Hon. Mr. Norton:** There was some information in that with respect to the membership of those committees.

**Mrs. Campbell:** That is true, and this is the one we have now.

**Hon. Mr. Norton:** —and the additional material that you have been given, that I understand is to be included in the next newsletter as well.

**Mrs. Campbell:** When do we expect the next newsletter?

**Mr. McClellan:** Next August.

**Hon. Mr. Norton:** Within the next month.

**Mr. Acting Chairman:** Do you have further comments, Mrs. Campbell?

**Mrs. Campbell:** Yes, indeed. I will be some time, as I indicated earlier.

I think at this point I should like to address myself to the methods and procedures by which we arrive at the situation in the mental health program. I asked at the last meeting why there is no expenditure information for children's mental health programs for 1974-75 or 1975-76.

Since I have a series of questions, the minister might find it more appropriate to take them one at a time; I am prepared to stop for an answer after each question.

**Hon. Mr. Norton:** Are these essentially the same questions you submitted to me earlier in writing, Mrs. Campbell?

**Mrs. Campbell:** Oh, no. The expenditure information for children's mental health programs is a whole field.

**Judge Thomson:** The estimates for those two years were not provided to us. We asked for them from the Ministry of Health; the difficulty is that the ministry had not separated those figures from other figures in its budget, and it has not as yet provided them to us.

I was not aware that at the last meeting you had asked us to obtain those. We have asked for them from the ministry, but it has not as yet provided them.

**Mrs. Campbell:** Would they not be useful to you in the pursuit of your function? Would it not be important to have something of the factual background of the programs that you are going to be, or are now, administering?

**Hon. Mr. Norton:** Mrs. Campbell, I presume that was the reason they were requested from the Ministry of Health. But we haven't received them yet, as has been indicated by Judge Thomson.

**Mrs. Campbell:** Could the minister then give us some guidance? Are we supposed to go to the Ministry of Health estimates to try to get them there? When do we stop dealing with ComSoc all over the place?

**Hon. Mr. Norton:** I am not sure what the best advice is on that, Mrs. Campbell. Are you referring to the gross expenditures on the children's mental health programs for 1974-75 and 1975-76?

**Mr. McClellan:** Page 118 of the blue book.

**Mrs. Campbell:** And page 122.

**Hon. Mr. Norton:** As soon as those are available to us, we will make them available to you. We have no reason not to. The reason it is in this form is because we have not yet received the information from the Ministry of Health.

**Mrs. Campbell:** I see. That ministry does have difficulty in transmitting information at all times, even to you.

I don't recall whether I asked this second question, because I can't recall at what point we broke up discussion. I would like to know which children's mental health organizations or facilities have received capital money in 1976-77, 1975-76, and 1974-75; and which



are expected to benefit from the \$1 million in 1977-78. Is the answer, again, "I don't know"?

[4:00]

**Hon. Mr. Norton:** We can obtain the information in detail with respect to 1977-78 and have it for you by tomorrow, but again we don't have that information at the present time with respect to 1974-76 because of the fact that that information has not been transmitted to us by the Ministry of Health.

**Judge Thomson:** With respect to the capital expenditures for 1974-75 and 1975-76, it may be possible to obtain those; if so, we can produce those tomorrow. It may be possible to isolate capital expenditures for those years and to obtain that information; we'll attempt to do so between now and tomorrow.

Apart from the issue of being able to obtain gross expenditures for all health programs that are transferred, it may also be possible to obtain for you the figures for the children's mental health centres alone, but we would have to have the health information in order to include children's units in psychiatric hospitals in the regional children's centres, which have transferred but were part of a larger health package in previous years. It may be possible for us to give you the information if you limit it solely to children's mental health centres and to obtain that by tomorrow.

**Mrs. Campbell:** I said health organizations or facilities. I don't think it was isolated. For 1976-77, what is the problem with that? What are the figures for that year? How do you know what you're taking over?

**Judge Thomson:** I think the question is not so much how we know what we're taking over but what was spent on what we took over the year before we took it over. That information we will attempt to secure from the ministry and provide it by tomorrow.

**Mrs. Campbell:** Please refresh my memory. When we were discussing the cuts, what was the item for Kingston? Was that not a children's mental health centre where funding wasn't expected to be required? Where did that appear in a budget? How did you find out about it?

**Hon. Mr. Norton:** It was a regional children's centre which has become a community children's mental health centre. That was a new facility which was constructed but not on stream, so to speak, or not in operation until part way through this year; and which is still not fully in operation, I believe.

**Mrs. Campbell:** I guess I misunderstood your statement. I understood you to say that

this was a capital expenditure which was reduced or deleted, because you did not see that you would be requiring the funding before the end of this fiscal year. Am I in error in that?

**Hon. Mr. Norton:** I'm sorry. I hope I didn't mislead you on that. Because of the fact that it did not get into operation as early as was expected there was a surplus in terms of what was allocated for its operation in this fiscal year.

**Mrs. Campbell:** I see, then I misunderstood the minister, Mr. Chairman, I thought it was a capital expenditure deferred; but you did find out about it?

**Hon. Mr. Norton:** Yes.

**Mrs. Campbell:** Could it have any significance if that was the case?

**Hon. Mr. Norton:** I suggest, Mr. Chairman, that it's not that we are not aware of the facilities that we have, it is that we do not have the information at this point with respect to the expenditures in previous fiscal years.

**Mrs. Campbell:** Are you assured that you have a commitment of capital funding for these purposes in Ministry of Health estimates, of which you have no knowledge at this point in time because you can't get the information from the ministry?

**Judge Thomson:** There are no specific commitments of expenditures. There are indications of programs and new initiatives which were approved provided that the money was made available, or became available in the estimates for following years. In other words, various programs that asked for funding, or new initiatives within the children's mental health area, were given as an indication that there was a need or that the program itself would be approved, provided that funding was made available in following years. In the children's mental health area, though, funding was not made available for new programming, so there were no allocated funds for new programs which we inherited or which had been set aside for that purpose and which it was possible for us to fund or to carry on funding, other than existing programs at the time of transfer.

**Mrs. Campbell:** Fine. Thank you. This leads me to a problem. I want to understand what the minister is telling me. Is he telling this committee that he has no idea what the budgets were for each of the licensed children's mental health centres in those fiscal years? Surely, there were separate budgets for each of those facilities.

**Hon. Mr. Norton:** If you're referring to children's mental health centres—

**Mrs. Campbell:** Facilities.

**Hon. Mr. Norton:** —as the licensed facilities—yes, they do have separate budgets and we can get that information for you.

**Mrs. Campbell:** You do have it available?

**Hon. Mr. Norton:** I'm not sure we have all of that in our possession at this point.

**Judge Thomson:** We don't have with us the figures for past years for each one of those programs but we can obtain them and bring them to you for each of the previous years, provided we're talking about children's mental health centres. The problem is that other health programs that we took over form part of other operations. For example, one unit within a larger psychiatric hospital. At this point the Ministry of Health hasn't given us the figures which would separate out the portion of the total budget for that hospital that's specifically allocable to the children's unit. But we can give you the total amounts spent on each children's mental health centre and we can provide that to you for the years that you indicate. I might say, with respect to the expansion issue, the Ministry of Health did not provide any expansion money after 1974 for children's mental health centres and that's why it's not been possible to fund any new programs within that budget either in the Ministry of Health or after they've come to us.

**Mrs. Campbell:** I appreciate what you're stating and I expect to have the answers on the children's mental health centres.

The whole exercise that I've been through—and I'm sure that the critic for the third party has too—in trying to come to grips with these estimates was to ensure that your ministry would not be short-changed by reason of the transfers. I would like to make it clear, from the Liberal point of view at least, that we are trying to be partners with you in ensuring the provision of adequate care for children in your ministry. I'm alarmed when you tell me that even the figures that were given to us attached to Mr. Auld's statement yesterday, may, in fact, not be accurate insofar as they apply to the Ministry of Health.

**Hon. Mr. Norton:** I can assure you, Mrs. Campbell, that it is our feeling that if they are not precisely accurate then we have done better than we might otherwise have. When extricating money from other budgets particularly, as Judge Thomson has indicated, where it applied to those units that were a part of larger operations and so

forth, we are of the opinion that we came out on the topside of the negotiations with most of it.

**Mr. McClellan:** How do you know that when you don't even know what the figures are?

**Mrs. Campbell:** That's right.

**Judge Thomson:** Mrs. Campbell, it's important to recognize that on the matter of children's units in psychiatric hospitals, that we have not taken them over. We are in the process of negotiating contracts with those programs; it's precisely because of the difficulty of separating a program out, and precisely because it's hard to pick a dollar figure and pull that out, and that it makes more sense and is more economical and cost effective to contract for the whole program, that we did not take those over on July 1, and we are in the midst of first negotiations for contracts with those programs. With respect to the children's mental health centres, there were definite sums of money allocated and those sums of money were transferred in total to our budget.

**Mrs. Campbell:** Excuse me. I am afraid, Mr. Chairman, that last sentence is inaccurate. According to my information, the moneys were not transferred, have not been transferred, cannot be transferred and will not be transferred until the supply bill is passed.

I am sorry to seem picayune, but this has been the cause of all our problems. I would like us to be somewhat precise, so that we all understand what the procedures are. It is because they haven't been transferred—because, as I mentioned to one of your officials, what has happened, I take it, is that there's a sort of stop order by your ministry on funds allocated in accordance with the funds provided to us by Mr. Auld's statement—that we are in this predicament.

You do have, I assume then, other funds to which you will be looking in the Ministry of Health for contracting out for those facilities which you will be taking over at some future time. Is that correct?

**Hon. Mr. Norton:** In response to the first part of your concern, perhaps it's best at this point to describe those funds as funds which have been identified for expenditure under the authority of this ministry, as transferred to this ministry on July 1.

**Mrs. Campbell:** For the administration which was transferred July 1.

**Hon. Mr. Norton:** Yes, and although technically the funds have not been transferred, the authority for the expenditure of those funds has been, in pursuance of the operation



of the programs for which we now have responsibility. Those are the figures we are referring to. I recognize the point you have made that the funds themselves effectively have not been at this point.

**Mrs. Campbell:** What I am really carrying on, and you will have to bear with me, I am a very simple-minded soul, I want to understand from all of the great people sitting at the learned head table—

**Hon. Mr. Norton:** We are simple-minded souls, Mrs. Campbell.

**Mrs. Campbell:** —how do you approach the situation that you will be taking over these facilities by whatever means, contracting out, whatever? Where are those funds? I assume they are still in Health and I assume that they are not on the list that we have before us, that you haven't ascertained them as yet? Is that correct?

**Mr. Barnes:** Mrs. Campbell, what we have taken—

**Mrs. Campbell:** Don't confuse me with the facts.

**Mr. Barnes:** What we have taken out, Mrs. Campbell, are, in fact, the children's licensed mental health centres funds. I would like to go back a little bit on this insofar as those funds were identified as a separate vote in the Health estimates all this year. Prior to that, they were part of the community mental health services, which was adult and children together. They were not separated out, which is why, I understand, they have not been included in the blue book. They weren't a separate item in the expenditures.

With regard to the children's and adolescents' psychiatric units and psychiatric hospitals, we are currently negotiating with the hospitals and with the Ministry of Health to take over funding responsibility through purchase-for-service arrangements for each of the individual units, but we have not yet taken over, if I can use that word. To be more precise, we have not yet identified the funds we will be responsible for, although we are in the process of doing that with each hospital, and we hope to have completed this within a matter of the next two months.

[4:15]

**Dr. Chamberlain:** Yes, just a further point on that. If we can negotiate contracts that will provide the service and provide the children's services division with the necessary influence in order to achieve the kind of co-ordination we're talking about without having to administer the programs that is, if we can do that and leave the programs administered by the hospitals, I think a great deal will have been achieved. It will be unneces-

sary then to break out, for instance, support services, which in a hospital becomes a very, very difficult job, to say which part of support services will be allocated to one or another units.

With a contractual approach, it would be possible not to have to do that, but simply to break out the salary component and perhaps some other components, and still leave the institution with the overall authority within the context of implementing a contract to deliver the service. That would leave an institution intact and not dismember it, which I think has much to be said for it, while achieving the goals of the division.

**Mrs. Campbell:** I follow you as far as the whole thrust of what you're doing. I don't follow where the money goes or where it comes from. You're not administering the program, but you have a responsibility for it, as I understand it. Am I not accurate in that?

**Dr. Chamberlain:** That would be correct. The administration of the program would be the responsibility of the hospital, following the terms of the contract to be worked out with us and the hospital and the Ministry of Health. But the funding, salary funding and so on, would be transferred to this ministry. And the hospital would receive funds for that.

**Mrs. Campbell:** But they'd receive it from you. And not from Health.

**Mr. Barnes:** Yes.

**Mrs. Campbell:** That's what I'm trying to get at, so that there will be some further funds—

**Mr. Barnes:** Absolutely.

**Mrs. Campbell:** —allocated to your ministry from Health which are not reflected in the statement that we got yesterday. I thought that was the first question I asked. I've forgotten what it was myself.

**Mr. Barnes:** That's absolutely right, Mrs. Campbell. But we haven't identified what those sums of money are yet. This was a series of programs on which, because of the problems of separating out the units, we asked to spend more time so we could be absolutely certain that we were, in fact, identifying correct amounts. We're in the process of doing that now.

**Mrs. Campbell:** I take it, then, that if you get busy about your chores and get some kind of contract, we will not suffer through the hospital administration situation when cut-backs come to the hospitals themselves. You will be pristine, pure and clear of any kind of cuts for those services, notwithstanding

what they may do out there. Am I satisfied in that? Are you satisfied in that?

**Hon. Mr. Norton:** Certainly once the contracts have been negotiated, then the responsibility for the funding would be with this ministry, and not necessarily affected by policies of the Ministry of Health.

**Mrs. Campbell:** Not necessarily. Would you enlarge on "not necessarily"?

**Hon. Mr. Norton:** I presume that perhaps in the case of some of the support services, there might be some effect. It's impossible to anticipate fully what that might be at this time, until I know what the position of the Ministry of Health is going to be.

**Mrs. Campbell:** Do I take it, though, that when you're contracting you will have it in sufficiently clear terms, that you will spell out the type of support staff required under the contract to perform for your purposes?

**Dr. Chamberlain:** Yes, it's our intention that staffing will be included within the contract as much as possible. And when one is talking about support services, one is talking about food, space, equipment, things of that sort. But certainly those are issues that are very much on our minds as we approach hospitals in negotiating contracts. It's because of the complexities that you're referring to that it's taking us some time to really achieve contracts that build in the kinds of issues that you're referring to.

**Mrs. Campbell:** Not to belabour the point, I take it, though, that you are amply covered by Health in your pursuit of happiness in this particular area and it is aware fully of where you're going, what you're doing, and what the implications are.

**Dr. Chamberlain:** Yes, Mrs. Campbell. Actually, we're in close discussions with the Ministry of Health as well as the hospitals, so it's really a tripartite kind of discussion that's going on.

**Mrs. Campbell:** I would hope that perhaps somewhere along the line there might be a possibility of including the Ministry of Health in the contract, so that at least we might save that out of any cuts that it is about to make.

**Mr. Barnes:** Mrs. Campbell, the Ministry of Health is very much involved in the contract, because the hospitals we are talking about are hospitals which are directly run by the Ministry of Health.

**Mrs. Campbell:** Exactly.

**Mr. Barnes:** And we involve the hospital because we feel it's very important that the chief administrator of that hospital be committed to and in agreement with us in terms

of what we are trying to achieve. Therefore, we are working closely with the administrator at the hospital, as well as the officials within the ministry. We think this is very important. Otherwise we would not get the sort of commitment which is essential to make something like this work effectively.

**Mrs. Campbell:** Thank you.

Could you tell me why we haven't been able to get the information in the mental health field, when we have very detailed information on training schools and correctional group homes in that area? Training schools, perhaps, are more understandable, but the group homes—

**Hon. Mr. Norton:** I defer to Mr. Barnes on that because he, as you're probably aware, has been most intimately involved in the transfers, and specifically with respect to the funds involved.

**Mr. Barnes:** Mrs. Campbell, you were going to go on to say something about the group homes specifically. Are you worried about the per diems in the group homes, that aspect of it?

**Mrs. Campbell:** That's right.

**Mr. Barnes:** One of the problems, I think—if we take the training school group homes that we divide into five per diems, we're supplying one form of residential service which is fairly clearly identified.

**Mrs. Campbell:** That's right.

**Mr. Barnes:** If we look at the rates or the amounts of money we're paying to group home-type institutions via the Ministry of Health, there are a variety of services that are being provided which aren't just residential. There are therapeutic services, there is day care. I have a list of the different services somewhere here. And if you start breaking them down into per diems, it becomes meaningless, because what you're doing in fact is averaging out a series of services. We don't think this is a satisfactory measure.

What we're trying to achieve and look for in the group homes, and hope to achieve this in the next few months, hopefully by April 1, is basically a unit-for-service type approach, so that we know what we're paying for with different types of service. Therefore, if we have one type of residential service and that's all a group home is giving, then, indeed, we do have a per diem, but if we look at a group home that's supplying a multitude of services, then, in fact, what we identify is the differing costs of each of those services.

So we wouldn't have a per diem for the group home per se. What we would have would be a cost of service for the different



services being provided by that group home. Does that help?

**Mrs. Campbell:** Except that you do have your per diem in correctional group homes, and you don't have it in mental health.

**Mr. Barnes:** Because in corrections, we're just supplying the one residential service. It's constant. It's treated as an alternative to training schools and it is residential, whereas in the mental health area there are a variety of services. Children may be in purely for the day. They may be in residentially. They may be in for part of the day. Therefore, you have got a variety of services being supplied.

That's my understanding as to why we can't achieve a meaningful per diem here, and why we have to look for other measures, which don't currently exist, I admit, but which we are trying to identify.

**Mrs. Campbell:** Except that you have per diems in that area and we are lost in these estimates.

**Mr. Barnes:** Yes, but they are artificial. This is, I think, the point I'm making; they are fairly meaningless because they're not identifying one service. They're just an average of a different series of services, and therefore really are not much use to us as a measurement of what we're getting or what we're buying. We think we need something much better than that.

**Mrs. Campbell:** Could you tell me—I'm directing myself to the correctional group homes—the per diem has apparently risen quite substantially from 1974, from \$19.50, as I take it, in 1974, to between \$30 and \$35 in 1976; and in this estimate book, to \$52.83 in the last fiscal year?

**Mr. Barnes:** Can I explain that, too?

**Mrs. Campbell:** This is what I ask you.

**Mr. Barnes:** Thank you. It wasn't rhetorical. I wasn't looking for time to think.

The average per diem of \$58.50, or whatever the exact figure is in the book there—

**Mrs. Campbell:** It is \$52.83, I think.

**Mr. Barnes:** —that \$52.83 is a reflection of the fact that Correctional Services entered into contracts with their group homes, whereby they guaranteed payments for five children consistently throughout the year. The fact that the average is up from the other figure of \$30 is a reflection of the fact that there were not five children in the home consistently throughout the year. Therefore, what we have in fact, is the average cost per child that was in the home.

They entered into a contract whereby you have five children at \$30 per day, and that was a guaranteed minimum payment in order

to keep those group homes operating. If they only had three children on a particular day, or two or three days, they still got the guaranteed five children amount. Otherwise, it was felt they would not continue to operate and provide the necessary level of service.

So the average per diem, which is the total cost divided by the number of children actually in residence each day throughout the year, comes out to that amount, but the given cost per child if there were five children in that school was \$30 per day.

**Mrs. Campbell:** Between \$30 and \$35, I think, is more accurate.

**Mr. Barnes:** Well, \$30 is my understanding. We are at this moment of time reviewing this because Correctional Services 18 months ago set a figure of \$30 a day for the first five children and said it would be reviewed in the fall of this year. And it is currently being reviewed at this moment in time. But I don't know that it is \$35 per day, Mrs. Campbell.

There are some special rate homes where the rates do vary considerably. I have spoken about 36 contracted group homes which we have in Correctional Services. Over and above this we have special rate homes, which is a mechanism whereby difficult-to-place children, or children in need of special treatment, can be placed in special homes which may charge less or more than \$30 a day. There is also a mechanism whereby this is reviewed at the area administrator level in order to identify whether or not these special rates should be paid.

**Mr. Cooke:** Before we leave this topic could I just ask one question? If the per diem is \$30 but it works out to \$50 because you've guaranteed a certain number of spots, you surely must have overestimated the number of children that you were going to have in care. That's quite a large discrepancy.

**Mr. Barnes:** I think what Correctional Services were trying to do—and this is something we can support—was look for alternatives to putting children into training schools. They had to set them up, and they set up the contracted group homes at one moment in time. They couldn't just automatically and immediately fill those group homes with children. Similarly, you can't always guarantee that all the places are always going to be filled, particularly as the number of children coming into the training school system has been dropping off. We are reviewing that at this moment.

But certainly it hasn't always been full. I think we are in fact looking to means whereby we can in fact discuss an average.

**Mr. Cooke:** Twenty dollars per kid; that's almost 66 per cent of the per diem rate. That's a lot of money.

**Judge Thomson:** I might say some of those figures relate to what I guess are called "reimbursables", in that the contract with the group home allows the home to charge for certain costs such as transportation over and above the per diem rate. Therefore a portion of the increase from \$30 to a figure in the fifties relates to claims made for reimbursable costs as a result of specific expenses incurred for particular children—for example, transporting the child from the training school to the home, clothing costs and that sort of thing. There are certain factors that can lead to an increased billing for particular children. But you are right; it does also reflect vacancies in the homes.

**Mrs. Campbell:** May I know how many of these special group homes we are talking about?

**Mr. Barnes:** We are talking about 36 contract group homes.

**Mrs. Campbell:** I meant the special ones that you said had a special rate.

**Mr. Barnes:** This is the product of the number of children who need to be specially placed. I don't know at this moment how many children we have in special rate homes. I am sure I can find out.

[4:30]

**Mrs. Campbell:** Could you describe these homes to me? I was not aware of them and I'd like to know more about them.

What is it, a quorum bell?

**Mr. Acting Chairman:** There is a vote at a quarter to five, I understand, on the Municipal Elections Act.

**Mrs. Campbell:** Oh, Christmas.

**Mr. Acting Chairman:** No, a quarter to five.

**Mr. Cannon:** What is referred to as a special rate home is a specialized place within a variety of settings. It could be within an established treatment facility. It could be with a parent who over the years has developed a particular skill in dealing with a particular type of problem child. The rates vary from \$7.50 to as high as \$50-some-odd a day, depending on the nature of the problem and the type of services we are attempting to purchase on behalf of that child.

**Mrs. Campbell:** Then I take it this is a home which exists quite apart from your funds, for which you pay a per diem for the children that you place in that home.

**Mr. Barnes:** Yes, quite right.

**Mrs. Campbell:** Could any of those homes be in the nature of a mental health facility?

**Mr. Cannon:** No, not a licensed centre.

**Mrs. Campbell:** Not a licensed home?

**Dr. Chamberlain:** The point there, Mrs. Campbell, is that licensed children's mental health centres are fully funded and so if the youngster were placed by Correctional Services in previous years in such a centre there wouldn't be any cost to that ministry.

**Mrs. Campbell:** Those per diems you cited for special care seem to be peculiarly lower than anything else. I think you did top it off with \$30. I didn't quite catch that figure.

**Judge Thomson:** It could be up to \$55.

**Mrs. Campbell:** I see, but you said \$7.50 and \$12.50?

**Judge Thomson:** Mrs. Campbell, the figures can vary enormously. I know of one boy who appeared in front of me as a judge. He became a very difficult child for the training school system, as he had been for a number of other programs. The training school people, recognizing that fact, at one point decided to do whatever was necessary to provide the kind of support that child needed. They developed a group home placement with a great deal of external support, including the support of a family which had some previous contact with the parents of the child in question.

In total, there is no maximum set figure that can be paid for those. The question is negotiating a contract in each case—much as, for example, Central Toronto Youth Services has done with some particularly difficult children. So the per diem to my knowledge can be up as high as \$70 a day, depending upon what kind of assistance needs to be provided that particular child. It can also be as low as \$7 if it's a very straightforward foster home placement for a particular child.

What Correctional Services has developed is the flexibility to tailor the funding and the program to the particular child in an effort to move that child out of the more institutional setting. So the special rates program is administered by a special rates committee, and no placement is made without the approval of that committee. It serves as a very flexible way of tailoring the funding to the individual child. So there is no minimum or maximum figure which one can identify, other than to say it varies from child to child.

**Mrs. Campbell:** I was rather startled by the \$7 figure because that seemed to be very



low today, if one is really thinking of the child in need of special care.

**Judge Thomson:** This may be an unfair comment on my colleagues on the bench but I think you may agree that the kind of child sent to training school can vary enormously from community to community and court to court. One of the reasons why these programs developed was because of the need to provide placement for a child, often a child who may not have needed a committal to training school, but who could have been dealt with in a very ordinary family-like setting, perhaps somewhat removed from the environment in which he got into his delinquent behaviour—assuming that he or she did commit delinquent acts. That wasn't necessarily true until about a year ago before a committal to training school.

So I think it's really a reflection on the wide variety of children committed. It would be possible with some children to provide a placement for a very low sum—a placement, I think many would agree, that ought to have been provided prior to committal.

**Mrs. Campbell:** Thank you very much.

**Mr. Barnes:** Could I just return to one point that was raised, Mrs. Campbell?

**Mrs. Campbell:** Yes, please do, if it helps.

**Mr. Barnes:** You raised the question of the number of vacancies in the group homes. In fact, the occupancy rate is currently running at 80 per cent, which is considerably up from what it has been previously. But it isn't too bad considering the children coming in and children going out.

**Mr. Cooke:** It's too bad you don't fund Children's Aid Societies' group homes on the same basis if they only have to be 80 per cent filled.

**Hon. Mr. Norton:** We hope to have an opportunity to rationalize some of these inconsistencies now that all of these programs are under one ministry.

**Mr. McClellan:** In which direction you rationalize is the question—progressively or regressively?

**Hon. Mr. Norton:** Everything we intend to do is progressive.

**Mr. McClellan:** Yes, sure. You welfarize them.

**Mrs. Campbell:** The difficulty is between whether it's progressive or Progressive Conservative, which is not the same thing.

**Hon. Mr. Norton:** I wasn't aware there was any distinction at all.

**Mrs. Campbell:** I know. That's what troubles me.

**Hon. Mr. Norton:** The latter only adds a degree of wisdom to the way in which one progresses.

**Mrs. Campbell:** Oh, brother. And you have the temerity to make that statement as we peruse this stuff we have before us?

Would the minister care to discuss what appears to be the rather alarming rise in the training school per diem—\$42.65 in 1974 to an average of \$90.57? Could he tell us what is happening? Are we losing economies of scale with the decline in the population?

**Hon. Mr. Norton:** I think that's precisely what we are doing. It's because of the dramatic decline in the number of children in training schools. Obviously there are certain fixed costs that don't decline as the population declines and that is something we have under review as well at the present time. We're looking at the overall training school system with a view to dealing with that. We may in fact be oversupplied at this point in time, given the attitudes and the values that are reflected in the current approaches to care of children.

**Mrs. Campbell:** Mr. Chairman, I'd like to pursue this a bit.

**Mr. Chairman:** I think that perhaps this is a good place to break, Mrs. Campbell. We'll pursue and let these people talk about us while we're gone. The politicians have to go upstairs.

The committee recessed for a vote in the House.

On resumption:

**Mr. Chairman:** Mrs. Campbell, you may proceed.

**Mrs. Campbell:** Mr. Chairman, when we broke for that important vote—

**Mr. Chairman:** I'm sorry we broke early but the word we got here was that the vote was to be about 4:45 p.m. and when we got upstairs we found it was 5 p.m.

**Mrs. Campbell:** I do want to pursue for a moment or two the philosophy of the ministry vis-à-vis the training schools. I know that we've had debate in the House before and there are those who want to see the end of training schools. I think we would all like to see that end achieved. However, I have had some reservations in that I think there are children who really require something beyond the group home setting. I would, however, like to hear what the ministry's philosophy is at this point.

**Hon. Mr. Norton:** Mrs. Campbell, I think it's fair to say that we recognize, as you've indicated, that there is still a role to be played by some such facilities, but I think

that it's equally important to stress that it is in our opinion a less prominent role than has been the case in the past. I think that has been reflected by the communities across this province as well, and is reflected in the decline in the enrolment in such facilities.

The whole question of training schools and their ongoing function is something which we do have under review and I think that we're going to have to come to grips with the fact that the decline in enrolment has created, as indicated earlier, a surplus of training schools.

**Mrs. Campbell:** That of itself is not a bad thing.

**Hon. Mr. Norton:** No, no that's not intended to be a—

**Mrs. Campbell:** I know.

**Hon. Mr. Norton:** It's just that I recognize that we cannot maintain on an ongoing basis the facilities that we have had across the province with the decline at the moment. I'm not suggesting that there should be a change in the attitude in order to make them more viable facilities. I think the answer is to be found by continuing in that direction and finding more alternatives to that type of setting, but not ignoring the fact that there will probably be, on an ongoing basis, a small group of young people who require for limited periods of time the kind of facility that has been represented by training schools.

In addition to that there may be a change in the role of the existing training schools. But we will also have to recognize that there will probably be a continuing need for a very small group of young people for a more secure kind of setting, and that is something which we have under consideration as well. In reference to a secure setting, what we're thinking of is a very small unit. It is not something which would be available as an alternative to many children, except for that very small group who by virtue of their condition may present a very serious threat to themselves or to others.

**Mrs. Campbell:** Thank you very much.

It may take a very short time, but I intend now to address myself to some of the matters which may or may not be covered by the actual advice from the Crown law officer. I am doing this not to try to be an obstructionist but so that I may understand the position, in the light of the fact that we have practically no information available to us in the whole matter of licensed children's mental health centres.

I am disturbed about that because I view it as an ongoing attempt to deny to us the information to which we are entitled in this

committee in pursuing the whole matter of children's mental health centres. This applies generally in areas not by the wildest application connected to the opinion of the law officer, but also in some precise terms, to matters of history which I think we are entitled to have answers to. I want to have the minister advise at the close of each question what his position is.

On what basis did the ministry determine that expenditures on Toronto houses in the Don Vale area by Browndale were not proper under the regulations? These expenditures, which amounted to \$368,810, were on properties never licensed for use in the treatment program.

**Hon. Mr. Norton:** Mrs. Campbell, as I have said before and as I guess I will be saying repeatedly, perhaps more briefly after this question, insofar as that information was available to us, we sought legal advice in view of the ongoing investigation. I have presented you and Mr. McClellan with a copy of the opinion that was directed to me through Judge Thomson from Mr. Scullion, the acting deputy director of the Crown Law Office. This indicated that in view of the state of that investigation, and so as not to jeopardize that or in any way prejudice the parties who are involved in the investigation, that I not answer those questions. For that reason I must decline to answer the question.

**Mrs. Campbell:** So I take it it is not open to us at any time now, or presumably in the future, to take a look at the operation of what is now a department of your ministry, which has stonewalled us for years and which is further exempt from any airing for perhaps some considerable period of time. Is that what you are telling me?

**Hon. Mr. Norton:** What I am saying, Mrs. Campbell, is that with respect to the one particular program or one particular licensed home, I am not in a position to answer your questions at this time. As you are aware, there may be proceedings following this investigation. I'm not aware at this point of either the details of the investigation or what might flow from it, but I should think that as long as there are matters related to that under way my position will not change.

**Mrs. Campbell:** Mr. Chairman, what strikes me as interesting is that there is complete closure on information as far as we are concerned, in this entire area, and yet we see some indication there is a continuing involvement in your task forces and committees. Doesn't it seem a little one-sided?

**Hon. Mr. Norton:** Would you repeat that, Mrs. Campbell? I'm not sure what you—are



you referring to the composition of a committee?

**Mrs. Campbell:** Yes.

**Hon. Mr. Norton:** I presume you are referring to the membership of Mrs. Brown on the information systems task force. I personally don't see any conflict there in view of the fact that there is certainly some expertise on the part of that individual, regardless of what other matters may be under way at this time. As you can see from the description it is a specific area in which that person is involved and in which they do have expertise.

**Mrs. Campbell:** We have not, as I stated before, pursued this matter from the point of view of any allegations or anything else so far as the service was concerned. We have viewed it only from the point of view of the failure of what is now a part of your ministry to give us the information which we as members of the Legislature are entitled to have.

As I pointed out, this has gone on since 1974. In 1977 you're still refusing the answers. I would believe there must be some way that we have the right to look at your operation. We are absolutely frustrated by the lack of any proper information from that department in your estimates. Now when we start into the very real questions as to your operation, not as to anybody else's, we are again in the position of being denied information.

Could you tell me today—now—what your per diems are and on what basis you have established them; or is that also information which you can't give a committee reviewing your estimates?

**Hon. Mr. Norton:** Mrs. Campbell, as I indicated earlier, since I am not aware of the specifics of the investigation, I would have been prepared to share with you any information that we had at our disposal. Had it not been for the legal advice that I received from someone who's more knowledgeable on the question of the investigation, I would have so proceeded. But in view of the fact that the question which you have just asked, again was one of the questions which was reviewed and which was covered by the advice that I received, I feel that I must abide by that.

**Ms. Gigantes:** Mr. Minister, can you refresh our memories? How long has this investigation been going on?

**Hon. Mr. Norton:** I'm sorry, I don't know the answer to that.

**Ms. Gigantes:** Does one of your staff know? I've forgotten.

**Hon. Mr. Norton:** I understand that it has

been for at least a year, but I can't be any more precise than that.

**Ms. Gigantes:** It's rather a long time, isn't it?

**Hon. Mr. Norton:** It might well be a very complex matter. I don't know, I have not been involved in it myself. I will point out to you that it is not a government investigation and if you're suggesting anything by implication—

**Ms. Gigantes:** What kind of investigation would you call it?

**Hon. Mr. Norton:** It's conducted by the Ontario Provincial Police.

**Ms. Gigantes:** They are responsible to the government.

**Hon. Mr. Norton:** They are responsible to the people of the province of Ontario, yes—

**Ms. Gigantes:** Through the government.

**Hon. Mr. Norton:** —but they're not an arm of the government as such.

**Ms. Gigantes:** I'm sorry, I missed the last thing you said.

**Hon. Mr. Norton:** They're not an arm of the government as such.

**Ms. Gigantes:** No, but they report to the government through the Solicitor General.

**Hon. Mr. Norton:** All right. Would you be a little more specific? Are you suggesting that there is in any way any influence on this from the government or the province of Ontario?

**Ms. Gigantes:** It's taking an awfully long time.

**Hon. Mr. Norton:** Would you be more precise in what it is you're alleging?

**Ms. Gigantes:** I'm suggesting that a matter of this importance should be cleared up speedily. Do you have any reports that would indicate to you that it is proceeding with all due haste?

**Hon. Mr. Norton:** The Ontario Provincial Police do not report to me.

**Mrs. Campbell:** May I then clarify this? I take it that at this point in time your answer to each and every question as it would relate to Browndale, including the present per diem and how it is arrived at, is in your opinion covered by the opinion of the Crown law officer. Is that what you're telling me?

**Hon. Mr. Norton:** Yes, Mrs. Campbell, it is.

**Mrs. Campbell:** So that the public of this province, which is paying taxes to be raised in these particular functions, is not entitled even today to know what the per diem is, or how you arrive at it? That is what you're saying to me?

**Hon. Mr. Norton:** I am saying, Mrs. Campbell, as is indicated in the opinion, that I have been advised that to answer those questions which were submitted to me by you—

**Mrs. Campbell:** I did not submit a question to you with respect to what the per diem is today.

**Hon. Mr. Norton:** I'm sorry, then. I don't have all of your questions before me, but I understood that that was part of one of the questions that you asked.

**Mrs. Campbell:** Since they all predate the estimates here they could not possibly be included in that opinion, with respect.

**Hon. Mr. Norton:** I'm sorry. I was under the impression that one of the questions dealt with, as you have worded it, the current per diem and how it was arrived at.

**Mrs. Campbell:** I was trying to show the difference, I suppose, between the actual reply of the Crown law officer where he says in specific terms, "I have had the opportunity to study the questions submitted by Mrs. Margaret Campbell, Liberal Member of Parliament to the Hon. Keith Norton"—I think that was a mistake, because I think they were submitted to His Honour Judge Thomson.

**Hon. Mr. Norton:** I think your version is correct.

**Mrs. Campbell:** —"Minister of Community and Social Services. I would express my concern regarding the answering of these questions." My question today on the per diem is not incorporated in those questions. Are you assuming that, therefore, because my questions were exclusively addressed to your ministry's handling of the Browndale issues that we can't discuss any of them?

**Hon. Mr. Norton:** There may be some misunderstanding as to the scope of the question to which you refer, and I don't have your question before me at this point.

**Mrs. Campbell:** I want to be fair to you, because on September 12 we did ask, as of that date, what the present per diem was, and previous per diem figures since this form of payment was instituted. The question I'm asking today is, what is today's per diem? With respect, it's not covered in that opinion? [5:30]

**Hon. Mr. Norton:** I presume it is the same as the per diem was on the day on which you asked the question previously.

**Mrs. Campbell:** Can we assume that or is that confirmed?

**Hon. Mr. Norton:** I guess I can confirm that that there has been no change, therefore, in

my mind it would be essentially the same question.

**Mrs. Campbell:** I see. So there is an embargo. We are going to get some information on other services in this area, I understand from past history, as I have established before.

I understand that there are certain members of the third party who feel that they have been unfairly treated. I will close with one further question. I did ask earlier and I have continued to ask the basis upon which you set your priorities in establishing grants, and I had particular reference to the special information service which has been discussed in every vote by both parties.

I would like to know why that particular service will be folding tomorrow, as I am now advised—I think that is correct—when it is a service in the prevention area, a service to families, a service to children? Is it to be taken that you will continue only to fund from crisis to crisis or that you will assume into your ministry—and for goodness sake I hope the mess of these estimates and the mess of children's services would disincite you to put too much confidence in placing that kind of a service into your ministry, at least until you bring it into some kind of order.

Are you saying that we are going to go on limping along, Band-Aiding rather than getting at the roots of problems at a very early stage, when people won't have to go through the rehab thing and the messy kind of discussion we had in the House today? That discussion today did no credit to this ministry at all. I think we have to be concerned about your role in the rehabilitation field as against the role of trying to meet the problems of the child, the special child to which we have been addressing ourselves, at a very early stage.

Would you tell me, because you did say that His Honour would give me the method of adjudicating priorities when he spoke to us?

**Judge Thomson:** Perhaps I can attempt to answer that, Mrs. Campbell. If I could just say a couple of words about the issue of prevention first, it is true that we did attempt to state those principles and goals which we thought ought to guide us in developing both program priorities and priorities relating to the reorganization of services. Those are included in the August newsletter of the division. It is true that the first principle, and we felt it ought to function as the first principle, was the need to attempt to be supplementing families and assisting them rather



than attempting to replace the family through alternative resources. That indicated that we ought to be putting as much funding into the prevention area as possible.

I think it can be perhaps a little too simple to look at the issue of prevention as being simply assistance given to families and not looking at prevention on a broader scale. In other words, it may be that something offered further through the spectrum of services could be called prevention because there may be a total absence of service for a particular clientele. For example, we are being asked to consider the needs of the francophone child in this province and it may be that by providing a form of residential care for some small number of francophone children who may be very much in need of it, we may be performing a very valuable prevention device.

Also, a number of people, and we ourselves, have identified the need to look at our observation and detention home program, because there is a great deal of evidence that, as one enters the door of the detention facility, so goes one's progress through the juvenile stream. It can be very important to provide the needed programs at the time of entry to the observation and detention home in order to ensure that children and families are assisted at that time.

Once one takes what I think is a proper broad look at the issue of prevention, it then becomes important to say what one's priorities are, given the many needs for children and families across the province, the identified new needs in addition to existing ones. That is something we are attempting to do. We are in the midst of developing a program priorities paper which will outline and recommend to the government, and as a division to the minister, the program priorities we see in relation to our principles and how those can be translated into specific program requests.

It does involve some very difficult questions, such as programming in the north, particularly for native children. Perhaps the exciting thing about our Children's Services Division is that it enables one to look at all children's services rather than in a compartmental way, as was really necessary when these programs were in a number of different ministries. So it can make it possible to us to look at all of those services and perhaps identify something which one might call somewhat down the spectrum as a first priority, even though there are also needs at the classical prevention end.

Now relating that to the exceptional family information service, I have personally met with it on a couple of occasions with you,

in fact, on one of those occasions, when we discussed its need for funding. As a division we have discussed its request.

Actually, we have broken it down into two components. First of all is the question of funding necessary to develop an information system, or a gathering of resources into one directory or manual. It was our feeling, looking at the issue as a whole, that it would be better at this point to be developing that kind of information service system or gathering of information on a province-wide basis; that it would also be cheaper to do it that way, particularly if one can build into that a way to automatically update that information as it is gathered. That is what we are in the midst of doing; we have begun to do that with respect to residential services. We will plug in a method which will enable us to keep track of, for example vacancies in residential services on an ongoing basis.

There are a number of communities asking for the opportunity to develop or update manuals in relation to services within those communities across the province. If one adds together the amount of money necessary to do that for all the communities across the province, on a community-by-community basis, it becomes a very substantial sum of money. We feel that this can be done on a provincial basis, and updated more cheaply on a regular month-to-month basis than would be the case in funding a particular service such as this one.

The second issue relates to the passing on of the information to families once the information has been gathered. That we do see as a need in itself. We have difficulty in knowing where that fits in our priorities; we are evaluating that in terms of program needs. In our initial look at it and in our looks thus far, we have felt that perhaps the problem at the moment is that there tends to be a plethora of information services in the sense of passing on information. We might be better advised to attempt to integrate existing information services and to look at those services, for example those funded by other ministries of government which are attempting to take existing information, and provide it to children and families. Looking at both of those factors, we are not able to decide at this time.

We felt that we would not be prepared to fund, or recommend to the minister that he fund, exceptional family information service at this time. We did agree to look at it in terms of our ongoing program priorities. We looked at the issue of interim funding between now and then. I must point out that no funding was passed to us from the Min-



istry of Health or anywhere else. I want to say the words correctly: we were not given authority over funding which would enable us to simply fund these new programs; but we looked at that issue and we felt the chances of long-term funding on our program priorities were not sufficiently high for us to provide interim funding and to separate it from the large number of other services that are seeking funding on interim and long-term bases. We have indicated that we are prepared to consider them in terms of long-term funding, but we have told them the chances are not high that funding will be available.

**Mrs. Campbell:** Mr. Chairman, I appreciate the answer given. I don't understand, then—I can see that the thrust of His Honour in the field of detention and observation services would be of particular concern, as indeed it is to anyone who's been involved in that field, but you know you might not have to be so involved in that area if you looked at what this operation is.

You say, "Mix them up." How many information services giving this information have developed the kind of expertise to assist parents to find other solutions for the child who is perceptually exceptional? How many are there? Why do the parents have to come in to other information centres? The whole thrust of this ministry up until now, and at least I thought it was a useful one, was that if the community developed information services, the community accepted, that this would be the way in which it would evaluate in some part the perceived need in the community.

People go ahead and do this, and then you change your policy. Don't tell me you haven't changed your policy, you have. It's so ludicrous to say you'll consider them down the road. When they're gone, it will be like steps, they're gone.

And you think after all this muddle that you're the proper people to handle this very delicate situation? It seems to me, Mr. Chairman, that this minister is going to spend a great deal of time cleaning up a mess. He ought at least to let those in the public who are doing a job get on and do it. I understand from His Honour's statement that, notwithstanding Mr. Finlay's letter to this organization pointing out that this funding would be in the Ministry of Health estimates for '77-'78, this did not occur.

**Hon. Mr. Norton:** That's correct, it did not occur. It was not in the Health estimates for this fiscal year. I haven't seen that letter, but I'm not sure—

**Mrs. Campbell:** I thought I'd produced it last time.

**Hon. Mr. Norton:** I think you did, but I don't know that I have it here. I'm not sure there was an irrevocable commitment. I think the commitment was to attempt—

**Mrs. Campbell:** Oh there's never an irrevocable commitment, not in human services.

**Hon. Mr. Norton:** Perhaps I should phrase that a little differently. I'm not sure there was a commitment to do other than attempt to provide for it in the estimates of this year on the part of Mr. Finlay.

**Mrs. Campbell:** I'm sorry I don't have it in front of me. I don't think it was that there would be an attempt. Do you have it there? Nobody said there was an attempt, an irrevocable attempt.

**Hon. Mr. Norton:** I think the operative sentence in the letter, I do have a copy of it now, says that, "Meanwhile, I will add your name to the list of other deferred expansions and put it in our branch estimates for 1977."

It's my understanding that in those branch estimates there was no expansion for this fiscal year, so that that was not possible. I don't think, Mrs. Campbell, that we are in any way trying to deny the fact that there is a need and that this particular organization was attempting to meet that need.

**Mrs. Campbell:** Was meeting the need to a large extent.

**Hon. Mr. Norton:** I think, though, that it does not detract from what Judge Thomson has said in terms of the broader need as well, throughout the province, that we have a responsibility to meet in the most effective way we can.

[5:45]

I think it's also important to point out that although you have suggested there might have been a change in policy, I think it's important to bear in mind there are many very worthwhile services that have been initiated, in many cases without prior consultation with our ministry on the basis of short-term seed funding, which has made it impossible for us to plan to meet all of the needs of these programs when, part way through a fiscal year, their short-term funding ceases.

I think this particular organization is not unique in that respect. If you have any suggestions as to how this ministry can, without more advanced consultation—I realize that there had been communication prior to this year with this particular group, under this program—if you know of any way we can plan to meet the needs of these groups as their temporary funding dries up, without

there being some better co-ordination, perhaps between the funding sources at other levels and the planning function within our ministry, I would appreciate your suggestion, because it is extremely difficult for us to anticipate all of these funding needs when we develop our spending estimates. I think what we are now attempting to do, in terms of developing a clear prioritization or set of priorities with respect to these services, hopefully will be of assistance to such groups from here on in terms of the areas where we will place priorities in terms of funding as it is available.

**Mrs. Campbell:** Mr. Chairman, let's just analyse what the minister has said. The ministry doesn't perceive the problem. The people perceive the problem and they respond in trying to bring solutions to it. If your ministry, over the long years, had been remotely sensitive to these special children, we wouldn't be in this predicament; or maybe we would, I don't know. But certainly if you and your ministry, and the Ministries of Health and Education, had been sensitive to these needs, we wouldn't be here fighting over \$29,000 in a budget which can't tell us how millions of dollars are expended in other children's services; that is where it bothers me.

You don't give information to people, I've established that. I have established that you will not give information to people, because you've a very bad record in getting through to people, except by headlines. But when it comes to really seriously trying to serve people, you're not very good about giving any kind of service to people.

This government has changed its policy, because your predecessors enunciated so clearly that you believe these kinds of services should originate with the people. Now you come and say, "Oh, but they don't do it soon enough, so we can't cope with them when they do it." So we meet this one more disaster.

You know I don't know what I can say. I know I can't convince you. I've tried. Perhaps somebody else will be better able to. But I'll tell you, you're going to have children suffering, you're going to have children paid for at increasing costs to the community, in facilities not even in this country, because you don't see the merit of looking at a child at an early stage and trying to provide a service.

I regret very much this apparent change in policy of this ministry. Don't ever come back to me, and don't ever come back into the House and talk nonsense, saying that the public ought to be taking responsibility and ought to be trying to develop these things

for the good of the people, because you're so busy shutting them down that, really, I don't know how you have time to carry on with your ministry at all.

**Hon. Mr. Norton:** May I respond, and respond in kind to the extent that my comments will be very brief and very sweeping. I think, Mrs. Campbell, that there are a lot of erroneous and opportunistic assumptions in the kind of statements that you have made.

**Mrs. Campbell:** Mr. Chairman, I am offended at that word "opportunistic".

**Hon. Mr. Norton:** Well, I am offended when you accuse me, or the people in my ministry, of not caring about these problems. Now if you can get away with that kind of sweeping allegation, then—

**Mrs. Campbell:** I didn't say you didn't care, I said you weren't sensitive.

**Hon. Mr. Norton:** —I can accuse you of being opportunistic.

**Mrs. Campbell:** There's a difference.

**Hon. Mr. Norton:** Well can you justify that kind of statement as well?

**Mrs. Campbell:** Certainly I can.

**Hon. Mr. Norton:** I think that for a member of the Legislature, however concerned—and I know she's a very concerned person—to come in and make sweeping statements like that, for what I suspect may be political purposes—

**Mrs. Campbell:** Mr. Chairman, I will walk out unless that is retracted. I have never acted for political reasons, in that sense.

**Hon. Mr. Norton:** Well, I'm not about to retract it, Mrs. Campbell, unless you're prepared to substantiate it.

**Mrs. Campbell:** Well I'm sorry; you'll excuse me, Mr. Chairman.

**Mr. Chairman:** Mrs. Gigantes.

**Mrs. Gigantes:** Mr. Chairman, there are two things that I would like to talk about under this item. One thing is day care; but if I could I'd like to pick up on a statement of the minister and on a statement of Judge Thomson about the exceptional family services information group.

I had discussions with Judge Thomson, with Mrs. Campbell and with the group about the continued existence of the exceptional family services information group. I put to Judge Thomson, strongly and on more than one occasion, what might be done if the money is not to be found—and I suppose at one point one has to accept the fact that the money will not be found—to continue funding for this service. I put it to him, and I think received some reasonable kind of re-



sponse, that in the very high status position he now has in looking after children's services in the best way possible and amalgamating those services and developing them in the province of Ontario, that he would make a recommendation to government, quite outside the specific mandate of his job, that such a service would be funded.

We were able to make the point that children are falling into the hole between the Ministry of Education and ComSoc operations; that this is a service not only to children but to families in trouble; and that Judge Thomson, with the onus the government has put on him and any respect that he has for the attempt that he is making, should go out of his way to try to develop such a proposal.

**Hon. Mr. Norton:** I'll ask Judge Thomson to respond to that.

**Judge Thomson:** Ms. Gigantes, it's true. I agree. I think it's very important that we recognize that having information about services is one thing; being able to provide that information to people who need it is another thing, particularly when they need it at a time of crisis. I also think that our division would not be acting responsibly if we simply pointed out there are a number of information services out there and they ought to provide this information. I think there is a need on our part to be doing what we can to develop the kind of integration of services, including information services, so that people will have the information available in communities when they need it.

One of the things which has happened over the past week is that the inter-ministerial council on troubled children—or inter-ministerial committee, as I think it would be known at this point—is going to continue its existence and there will be representatives from ministries other than our involved on that committee. We have already identified one of the four or five jobs that committee should deal with between now and a year from now as the question of providing a good information service.

I can assure you that it will be one of their jobs. They will look at it; and they will look at it with our direction as well as with the direction of the other persons sitting on the committee from the other ministries. I think we are talking about something that extends beyond our division and beyond our ministry.

You are quite right that we need to identify that. It is not sufficient to simply say that information ought to be available, whoever is going to provide it, while at the same time not extending information services which may be, and I don't know if I am capable of say-

ing this, may be responding to a fact that some other information services are not providing information they have perhaps been funded to provide.

**Ms. Gigantes:** I don't think anybody is, actually. They are funded to provide that particular kind of service, that is really my concern.

Is the Ministry of Culture and Recreation represented on that inter-ministerial committee, because they seem to have the only dough that's going these days. Is it possible that committee would come up with interim financing for such a group?

**Judge Thomson:** What we are going to ask them to do is come up with proposals as to how we might resolve the issue. The way we have been approaching it is by saying that with each issue identified for that committee, the people to look at it ought to alter, depending upon the topic, rather than pick three or four ministries and saying that they are the people who ought to deal with all issues. It is agreed by all involved that that is what we would do, particularly in this issue; and it would seem to me that we cannot proceed with responding to this issue without involving Culture and Recreation as part of the deliberations on that.

**Ms. Gigantes:** Well I hope that means what I think it means.

The one other thing that interested me in your description of this whole process: I agree that you are going to have to decide on the priority given to the funding of services which were built up by extra-territorial funding outside the province of Ontario, but how the devil do you decide what priority to give which services, unless at some point you were able to cost what it saved you to provide a cost-benefit analysis on what those front-line services do save in terms of more sophisticated services that the province has to end up providing later.

I am thinking of this not only in the field of children's services, where I think this information service is a really critical example, but also in crisis centres of one kind or another within Community and Social Services. Unless you are doing some kind of estimate of whether these people who could be marked as heading for more sophisticated levels of services are able not to make those demands on the system and hence avoid a cost to the Community and Social Services system, how can you decide on priorities for continued funding?

**Hon. Mr. Norton:** I can assure you that trying to decide on those kinds of priorities



is not an easy task at any time. I am sure you are aware of that.

**Ms. Gigantes:** Is there any work going on like that at all?

**Hon. Mr. Norton:** You mean in terms of evaluating existing projects in some areas?

**Ms. Gigantes:** Yes.

**Hon. Mr. Norton:** Yes.

**Ms. Gigantes:** To see how much of a relief it gives just in money terms?

**Hon. Mr. Norton:** Within some areas of social services—and I think your question extended beyond specifically children's services—we do have projects that are under evaluation from that point of view. It is very difficult, I think, to assess what the long-term savings might be on an individual's life in terms of the early preventive measures, because of the multitude of variables that exist when trying to evaluate that kind of thing in the case of a human life. But in terms of programs and trying to evaluate their effectiveness, and I suppose project or estimate what the cost savings might be on a long-term basis, we are trying to do that.

We are trying to do that with projects, for example, relating to assisting mothers to enter the work force. We are funding some projects like that; and evaluation components as well, at the present time. In children's services we are struggling with that question of priorities, in many cases without the opportunity to do the kind of evaluation we are doing with pilot projects elsewhere, yet. But certainly, starting in the near future that will be a component of what we do in terms of establishing pilot projects, if you wish, and evaluating them prior to broad implementation.

I suppose, looking at the priorities at the present time, one has to look at where the areas of greatest need are, where we can most effectively use resources in preparing the programs now. If we even had the resources to respond now to each of the multitude of requests, the danger is that we would be responding in an ad hoc fashion and not necessarily taking the coherent approach which we want to take in terms of prevention and in terms of treatment and care for children.

**Ms. Gigantes:** I've worked with Ontario Hydro, and it seems to me that there is an analogy between their policies and the policies being used here. We spent years, and some of my colleagues worked very hard, trying to convince Ontario Hydro that they'd get a bigger pay-off for their investment dollar in conservation programs than in building new generating plants. I think that that is the same kind of thing we're talking about here.

**Hon. Mr. Norton:** I don't disagree with you at all.

**Mr. Chairman:** We'll recognize the clock, though I presume there will be further discussion on this particular vote tomorrow. There may or may not be, we can determine that tomorrow.

We'll meet here tomorrow after the routine proceedings at approximately 3.30 p.m. I think there are about two-and-a-half hours left, so we should just finish up, then, by 6 o'clock. The House is sitting tomorrow so there will be question period.

**Ms. Gigantes:** The committee runs until 5 tomorrow. It was agreed to.

**Mr. Chairman:** Right.

The committee adjourned at 6 p.m.

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**Tuesday, November 8, 1977**

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Campbell, M. (St. George L)

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Gigantes, E. (Carleton East NDP)

McClellan, R. (Bellwoods NDP)

Norton, Hon. K.; Minister of Community and Social Services (Kingston and the Islands PC)

Rowe, R. D.; Acting Chairman (Northumberland PC)

Villeneuve, O. F.; Chairman (Stormont-Dundas-Glengarry PC)

### **Ministry of Community and Social Services officials taking part:**

Barnes, P., Executive Director, Operations and Administration, Children's Services

Cannon, R. E., Northeast Regional Director, Regional Juvenile Correctional Programs

Chamberlain, Dr. C., Senior Adviser, Policy and Development, Children's Services

Thomson, Judge G., Associate Deputy Minister, Children's Services











No. S-23

# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### Social Development Committee

Estimates, Ministry of Community and Social Services



**First Session, 31st Parliament**

Wednesday, November 9, 1977

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, Q.C.

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## LEGISLATURE OF ONTARIO

WEDNESDAY, NOVEMBER 9, 1977

The committee met at 3:22 p.m.

### ESTIMATES, MINISTRY OF COMMUNITY AND SOCIAL SERVICES

(continued)

On vote 2802, social resources program:

**Mr. Cooke:** Mr. Chairman, I wanted to make some comments on Children's Aid Societies. I have a number of short remarks; you may want to comment on them one at a time. I wanted, initially, to make a comment about how, under the present Child Welfare Act, the boards of directors for Children's Aid Societies are elected. In my opinion, it's very antiquated and the boards elected do not always operate in the best interests of children's services.

I can give you the example of what occurred in my home area of Essex county. The last annual meeting was actually stacked by the assistant director in order to get certain people off the board. In effect, he chose his own board of directors and his own bosses. I really think that's a very poor way of doing things. I suggest that the ministry take a look at the present way the board of directors is elected as well as membership to Children's Aid Societies and so forth, and maybe take a look at a system whereby members are appointed from different groups in the community rather than have elections at annual meetings.

Another area that I wanted to comment on was orientation programs at Children's Aid Societies. One of the things I've always been shocked about and I did some checking out with other Children's Aid Societies across the province, was that in orientation programs very little time, if any, is spent on the matter of child abuse and for an agency that's supposed to be primarily concerned with the neglect and abuse of children, the agency spent absolutely no time educating their newly-hired social workers as to what to look for, and what procedures to follow when a child is found to be in a state of neglect or has been abused.

In fact, in my particular orientation, there was more time spent showing me how to use the phones and how to get back to the switchboard than there was on child abuse. Nothing

on the orientation program about the Child Welfare Act; and I'm not speaking just about Essex County Children's Aid Society in this instance, I'm talking about Children's Aid Societies generally across the province. I have done some checking. For example, Metro, in its orientation program, is getting more concerned with child abuse now; but its orientation program for new workers really doesn't go much into child abuse. London and Kent county are also in the same boat.

I would think that the ministry should look seriously at that part of the Child Welfare Act which states that professionals must report child abuse, because there's no penalty if they don't report child abuse. I know that's been a controversy over the years. But I really think it's something that should be looked at very seriously, especially in the teaching profession and, probably to a great extent, in the medical profession. There really isn't much in the way of reporting. I found that the teaching profession is really afraid to get involved and doesn't know what to look for.

In one case that I came up against, the teacher had some very concrete evidence of child abuse—bruises and unexplained marks on a child—but he said he was waiting for more evidence before he reported to the Children's Aid Society. I don't really think they understand what their role is or the role of Children's Aid Societies.

I really think the ministry should look closely at an amendment to the Child Welfare Act that would impose penalties on professionals who don't take it upon themselves to fulfil their professional obligation.

Accountability in Children's Aid Societies is something we've talked about, or has been talked about across the province for some time. I know from a letter I've received from the minister that this is something the ministry is looking into. It says in the letter I received from the minister that the children's service branch is looking into this but it could be years before anything is done about it. I really think it's at a state now, in Children's Aid Societies, where you've got to look at accountability and you've got to look at it quickly. There have been enough horrible stories about what's happening in Children's

Aid Societies for there to be some accountability built into the system.

I recently dealt with a case through the ministry and I'm going to get into it more when I talk about adoption. The family was trying to adopt a child through the Catholic Children's Aid Society in Essex county. They were rejected. They weren't given proper reasons as to why they were being rejected. I took it as far as Mr. Charko at the minister's office and was told by Mr. Charko that the ministry could make a recommendation to the Catholic Children's Aid Society but it certainly could not impose anything on that agency. I really think that if the ministry is paying 80 per cent of that agency's budget it has a responsibility to make sure that that money is being spent wisely and that that agency is operating in a proper ethical way. I don't think that the ministry can fluff it off any longer and say that it is a private agency. It really is not a private agency; it's public money that's being spent.

I want to touch on the idea of prevention versus protection; the Child Welfare Act expects Children's Aid Societies to do both. I don't know how a Children's Aid Society or a social worker can do both but, nonetheless, that's what the Child Welfare Act provides for. In my opinion, the real problem is that a social worker is initially given the job to prevent the child coming into care. The case is referred to the Children's Aid Society and you look at the problems and you say, "Well, our ultimate goal in this case is to try to prevent the problems getting to the point where the child is going to have to come into care."

Eventually, the situation gets to the point where you know that you haven't been successful. You've tried certain alternatives and that social worker has to admit that they have not been successful; and that's not always easy for the individual because they have to change; they have to admit that they have not been successful. They have to go into court for either supervision or apprehension or some type of wardship. But that is not always what happens. The social worker continues to work with the family to try to prevent the child coming into care but it's not always in the best interest of the child.

Sometimes it's best to get into court and remove the child. That's not being done in all cases. What I'm finding is that, even when you do get into court, in a great many cases the family will have the legal protection it deserves but the agency does not have the same professional expertise to fight the case. What happens is that the child's interest is not protected as well as the parent's interest, and that's something that the Children's Aid

Society and the ministry should look at very seriously.

I want to emphasize that expecting the Children's Aid Societies to do both functions of prevention and protection or, more importantly, expecting the same worker to do prevention and protection at the same time, is unrealistic. I don't know what the alternative is but maybe you should have child advocates making sure that the worker working with the child is looking out for the best interest of the child, so that you set goals up for that particular family or that particular child over a six-month period. The child advocate makes sure that the social worker, who is supposed to be doing the prevention work, is keeping the interest and the rights of the child out in front of the agency's interest. Often the agency interest, unfortunately, comes before the child's interest.

In the same area, I think it would be very helpful—and I know Mr. Maloney from the Ombudsman's Office feels that it would be very helpful—if Children's Aid Societies or child welfare came under the Ombudsman's Act. I know that that has been recommended to the select committee on the Ombudsman and I think it's something that this ministry should advocate within the cabinet. It would be very helpful, both to children and to families that have to deal with the agency.

[3:30]

Adoption: I'll be brief because I have mentioned the one case I have worked with. People can apply to the Children's Aid Society for adoption. They can be rejected and given whatever reasons the agency feels like giving, and there is no appeal procedure in your ministry. I guess if they get an MPP working on the case they can eventually go to Vicky Leach the adoption co-ordinator, and eventually on to Mr. Macdonald and they might be able to get another home study completed by an independent source, as I was able to do. But not all people are willing to go that route and I don't really think they should have to go that route. There should be some procedure of review or for appeal for families that are adopting children in order that they may make sure that their rights are being protected.

Another thing with adoption is that agencies across the province vary. In Essex county the Catholic Children's Aid has no limit on the number of children one can adopt. The Protestant Children's Aid says one can only adopt one infant. Other agencies have a restriction on age. One has to be under 40 to adopt. The inconsistencies across the province are just ridiculous.

I believe there is one agency in the prov-



ince that says if either one of the partners are over 35, they're not eligible to adopt an infant. No one knows where they stand. In Essex county, if they want to have a second child, they can change religions or maybe move out of the jurisdiction. It's kind of crazy.

Foster parents experience the same thing. In Ottawa they get paid one rate; in Toronto they get paid another rate. I don't think some of these people realize we're all in the same province. There should be some consistencies.

**Mr. McClellan:** "Crazy" is the word.

**Mrs. Campbell:** Don't say that.

**Mr. Cooke:** It's very clear with adoptions of infants in this province that the only people who can adopt are middle- and upper-class people because there are income restrictions. Low-income people are allowed to adopt older children or hard-to-place children because on occasion we'll have a subsidized adoption. If you happen to fall in the \$12,000 or below category, you're penalized because you're not going to be allowed to adopt an infant. I think it's a sad state of affairs when adoptions are based on income. That's what it boils down to in a great many cases.

I was so frustrated with the Catholic Children's Aid in my riding, I told them they should put a little sign out in front saying, "Adoptions for middle- and upper-class will be accepted only."

**Mr. McClellan:** No poor need apply.

**Mr. Cooke:** That's right. I know it was mentioned when we were talking about retarded children, about wardship, that children come into the care of Children's Aid Societies because they are retarded and that's the only way they can get proper services. The same thing goes for emotionally disturbed children. I don't think that's in the best interests of the child in all cases either.

Sometimes it works the opposite way. We take emotionally disturbed teenagers to court and we discharge wardship so that we can get the welfare departments or the social services departments in the county or the city or whatever to pay for it because budgets for Children's Aid Societies are such that they can't afford to send teenagers to proper institutions. That happened in many cases during the 1976 cutback and I know it's happening again in Essex county. I would imagine it's happening all across the province. To me, that is an abuse of the system. It's not looking at the best interests of the child and it's an abuse of the court system.

Another thing I noticed from your annual report was that the number of teenagers that came into care in 1976 was down. I've talked to workers in different agencies who

confirmed it does indicate there is an active unwritten policy in many agencies to avoid taking 14- and 15-year-olds into care because it's too difficult to take care of them. Their budgets don't provide enough to give them the proper kind of care they deserve. There definitely is an unwritten policy in many Children's Aid Societies across this province to avoid at all costs, unless it's an extreme case, taking teenagers into care.

That certainly is not implementing the Child Welfare Act the way that it was designed to be implemented. That's a very difficult thing to prove because it's an unwritten policy. I know that when I worked at the Essex County Children's Aid Society that was true. I know it was going on in Metro then and I would assume the same thing is going on in Metro now. I guess it's a problem because of the budgets they have to work under. Maybe it's a realistic policy for the agencies because why should they take children into care when they can't provide the proper services. They shouldn't give the families the illusion that they're going to help their children when they're not able to, which leads me into my final comment and that's on Children's Aid Society budgets.

I'd like to know how your ministry calculates caseloads, because I was talking to some administrators of Children's Aid Societies and they suggested to me that you're calculating caseloads this year by just adding the cases up and taking them at the end of each month. It doesn't matter whether it's an adoption case, an infant case, a teenage or a family case, they're all given the same weight. It is completely ridiculous if that, in fact, is the way it's happening, and I certainly have been told that's what's happening.

That won't give you an indication of what's really going on out there. It isn't very fair to the Children's Aid Societies, because certainly it's more difficult to be a social worker for a 15-year-old than it is for a two-week-old infant and certainly prevention cases are more difficult to deal with than our adoption cases. If that, in fact, is how you're calculating caseloads I suggest you take a look at that, because you're not being totally fair to the Children's Aid Societies.

The other thing that happens with that type of calculation for caseloads is that social workers are told to keep cases open longer. They're told not to close cases on the 29th or the 28th or the 15th of the month; they're told to keep them open until the 30th so that they can be calculated as part of the caseload, and statistics can be



cooked up to meet your formula. The other problem with budgets that I'm sure you're aware of is the late date that you give approval for budgets.

I wrote you a letter about the Essex County Children's Aid Society. I'm sure you're aware of the problem there. I imagine you're aware of the problem in Thunder Bay, where they didn't get notice until very late this year and there was a discrepancy of \$80,000-odd; a reduction that you wanted of \$83,000 in the Thunder Bay agency. I don't see how a Children's Aid Society such as Thunder Bay or Essex county or Metro can plan properly when they don't know whether you're going to approve their budget or not. In Essex county it was something like \$200,000 that you were trying to cut out of the budget. It is completely ridiculous when you try to cut a budget like that in September.

All sorts of rumours go around right away that there are going to be layoffs. People start looking at caseloads and try to build up their caseloads so that they can prove to the ministry that they are carrying a higher caseload. It just doesn't serve a purpose and there must be a better way for your ministry to operate than to wait until that late date to approve a budget. I'll wait for you to comment on those.

**Hon. Mr. Norton:** Okay, thank you very much. I'll try to address myself to the issues that you raised in the order in which you raised them. I recognize there is a problem with respect to the methods by which the boards of Children's Aid Societies are elected, and the incident that you relate is not the only one, as you are aware—

**Mr. Cooke:** I realize that.

**Hon. Mr. Norton:** —where there have been concerted efforts to, if you wish, pack a board.

**Mr. Cooke:** There was a pretty serious one with an assistant director the other day.

**Hon. Mr. Norton:** Sure, and sometimes it reaches to other areas of the staff as well, not just to the level of an assistant director. I'm not familiar in detail with them—if you wanted to know some further information about them we could provide it to you—but we have sent out model bylaws to the societies, which they may adopt, which are designed to address some of those kinds of problems. That being an optional matter may not resolve the problem, I realize, but it's certainly something that we are aware of and I would like to see it redressed myself.

On the question of child abuse and the lack of training, I think we've made a lot of headway in that respect recently under Dr. Herb Sohn, who is in charge of our child abuse program. Over the past year and a half or so, a lot of effort has been directed towards holding training seminars, interprofessional or interdisciplinary training seminars, in communities across this province, involving not only Children's Aid Society workers but also police officers, teacher and other persons who in their work would come in contact with children where they might recognize incidents of child abuse.

I won't go through the list of the areas where these seminars have been held, but you are certainly welcome to see it. The persons who have been involved in them number well up into the hundreds across the province. There are many communities, as well, where, often as a result of those seminars, a child abuse community planning group has been established on an interdisciplinary basis, directed towards redressing the very kind of lack of awareness that has existed in the recognition of child abuse in the province.

**Mr. Cooke:** If I might just mention something on that, my concern on that is that there is no mandatory program for social workers or people working for Children's Aid Societies to get involved in that type of thing. I would not think that the percentage of social workers working at Children's Aid Societies who are very familiar with child abuse is very high. You have to deal with it.

**Hon. Mr. Norton:** One of the purposes of this program—I think I am correct, I stand to be corrected by Dr. Sohn if I am not—of establishing the groups in the communities across the province is to encourage an ongoing effort to heighten the awareness and to provide a forum in which an ongoing training program can be launched. I agree that this has not reached everyone who might be involved and that probably every school teacher should be involved, as well as persons working in hospital settings and police officers—especially those who may be involved in family situations, and most of them would from time to time, or perhaps particularly those who have a contact with juveniles.

I am not suggesting that we have reached the goal, but I think we have made very significant strides in that direction.

On the question of penalty, that is something which has been addressed in our package of law reforms which I have just now received—I say just now, but it was this past

Friday—and I myself am reviewing. It will be going through the necessary channels for approval and I hope it will be released for public discussion and review in the very near future, leading to legislation in the spring. The question of penalty, especially in the cases of professional people who have an onus to report, is something which is addressed there.

On the question of the accountability of Children's Aid Societies, particularly where it relates to the appropriateness of the program that has been designed or is being carried out with a child or a juvenile, is something which, again, we are concerned about, not exclusively with Children's Aid Societies but with any agency that has undertaken a responsibility to work with children and to design a program to meet the needs of that child. That is something which, in the longer term, we would anticipate being monitored and supervised by a local children's committee. In the shorter term, we also have some proposals in our law package which will address that, but on a shorter-term basis. We are not suggesting that will be the final solution.

In terms of your concern about the representation of children and that their rights be represented when they appear in court, again, as I think appeared in the press a week or so ago, that is something which is addressed in the law package, which I hope will be available to you and to the public very shortly.

[3:45]

Another matter you raised is the question of the lack of an appeal or any recourse for a family which is denied an opportunity to adopt a child. That is another matter which is addressed in the law package, and has been a matter of some concern to us as well.

**Mr. Cooke:** I take it then that in the spring there are going to be some major amendments to the Child Welfare Act?

**Hon. Mr. Norton:** I can indicate to you at this point that we have some—this is not the omnibus legislation, which will take a longer period of time, but we made a commitment to bring in a package of amendments to the child welfare legislation on an interim basis. In other words, we will not sort of just leave things as they are until the total package could be completed, which may take, as I suggested before, three years or more, to do a complete review and rewrite of the child welfare legislation.

What we will be releasing shortly—and hopefully bringing in as legislation, with some changes perhaps, depending upon the input

and the comment that is received from the public and from particularly, I suppose, persons who are directly involved in child care in the province—I am not sure of the total, I think we now have something like 75 proposals, have we not?

**Judge Thomson:** About 120.

**Hon. Mr. Norton:** About 120? It is a substantial package, I know, and I haven't got through it myself entirely yet. I am hoping that when the estimates are wound up, or wound down, I will have a little more time to devote to getting caught up on some of my homework. As short-term proposals, I think you will recognize that the package will be quite comprehensive.

With respect to the decline in the teenage enrolment, I hope it is not for the reasons that you suggest, although that may be a factor in some areas. I think it is also probably a factor that in some areas, particularly in Metro and in some other communities across the province that I am aware of, diversion programs have been developed which are designed, in fact, to try to keep children out of care, to provide for their needs in their home setting as a first priority. To what extent that is a factor as opposed to the other considerations you cite, I simply don't know at this point.

**Mr. Cooke:** I would not think there were a great number of children coming into care through juvenile courts, through Children's Aid Societies, out of the total number of children coming into care. Diversion has affected that maybe to a certain extent, but that cannot explain the total decline.

**Hon. Mr. Norton:** There are also programs — and maybe I am not using the correct terminology here when I refer to it as diversion—that do not necessarily relate to the courts.

I am familiar with one program where children, in this case particularly teenagers, who were thought to be at some point, if things continued, likely candidates for being taken into care, were, in fact, involved in a day program that was operated by a Children's Aid Society, using in some cases a lot of volunteer workers from a nearby university under the supervision of social workers, with a view to trying to divert those children from being taken into care.

I was not meaning entirely court-related diversion programs. That, in some communities, may be a factor. I could not tell you just how many such programs exist across the province.

The budgets have been, I acknowledge, a very real problem this year. I am not sure



it is any worse this year than it has been in other years. I made a conscious decision early in the year that we would take an approach which would involve a review of the budgets, and in negotiations with the societies in cases where their budgets appeared to be far in excess of the allotment of funds that we had, the societies were advised in December of last year what kinds of limitations we would be faced with.

In spite of that, there were some budgets which came in with requests for increases of up to 60 per cent. There were other factors in the delay. In some cases we didn't receive the society's budget until June of this year. In one case, it was not a matter of default on the part of the society but because of other factors, we didn't receive its budget until September or October. That was an exceptional case.

**Mr. Cooke:** I don't think there were any of those problems in the Thunder Bay case.

**Hon. Mr. Norton:** I'm not sure. I couldn't tell you exactly when we received the Thunder Bay one. The fact is that the procedure that we were following was, by virtue of the fact that it involved a comprehensive review of the budget. Rather than taking an arbitrary approach and saying, "No, regardless of the degree of care you've exercised in budgeting in the past, you can only get a certain percentage increase," we chose to take a more flexible approach, which took a longer period of time.

**Mr. Cooke:** How do you determine what their budget's going to be when you even said in your letter to me that, in effect, we haven't developed any techniques of measuring what they're really doing out there? How do you decide what they're going to get as a budget, when you don't even know what Children's Aid Societies are doing, or how effective they are?

**Hon. Mr. Norton:** There was a formula that was developed and in use this year. I think the societies in some cases had difficulty in understanding it, or certainly were not unanimously in support of it, as a formula. I met, some time ago now, with the Ontario Association of Children's Aid Societies, with the board, and discussed this problem and invited them to participate with us in the development of a formula which would be acceptable to Children's Aid Societies. That has now been completed.

We have requested preliminary budgets from the societies as of the end of November of this year and made a commitment that we will engage forthwith in the review of the budgets for 1978-79. We hope that we will

have that part of the process completed some time in February. The one thing I'm uncertain of at this point is whether we would be able to get any final approval before the budget has actually been presented to the House, which normally is in April.

I'm optimistic that we will be in a position to give, certainly preliminary indications, well in advance of that and, hopefully, final approval as soon as we can. We don't have authority to spend money that hasn't been presented to the House, although you may wonder sometimes.

**Mr. McClellan:** When did you get the Thunder Bay budget, the first submission?

**Hon. Mr. Norton:** I really don't know. I can't tell you. I don't know if that information is here or not, but we can certainly let you know that.

**Mr. McClellan:** You're aware that they have stated in a telegram to all CAS presidents that the method you use in setting ceilings, fixing guidelines and establishing a formula for distribution of funds is contrary to the requirements of the Act? Have you met with them about that charge?

**Hon. Mr. Norton:** No, I haven't. Although that charge was made by another individual.

**Mr. McClellan:** The president of the Thunder Bay board.

**Hon. Mr. Norton:** I don't mean with respect to that particular board, but the theory that was presented to me by one proponent of this viewpoint—that we had not acted within the Act—was that the only way in which we could fund the Children's Aid Societies was to invite them to prepare their budgets, not strike our budget at that point, but wait until we had received all the budgets of Children's Aid Societies across the province, tally up the total and then demand that amount of money from the provincial Treasurer.

That was their interpretation of the legislation. That's not an interpretation I agree with. I don't think you would agree with that either—I would be very surprised if you did—because it would not afford any opportunity to prioritize. I would be very concerned about the extent to which it might cut into the funds that were available for other services, other services to children in particular. I've also sought, for my own reassurance, a legal opinion on the interpretation of that legislation and that does not appear to be an interpretation that holds any water. Whether that is the specific interpretation which that individual is referring to, I don't know.

**Mr. McClellan:** You are the ones who are throwing the monkey wrench into the works,



though, by the imposition of the restraints program which threw off the possibility of long-term budget forecasting and long-term financial planning for the societies. It threw that whole process into chaos. Now we're just working out that chaos.

**Hon. Mr. Norton:** I think in terms of the budgeting process, that you are wrong in the assumption that there has been a radical change in that. Certainly there may be a change in the rate of increase in the availability of total funds, but we're now at a point where, of those societies that requested a review, in only three cases has the review not yet been completed, and in one, negotiations are still taking place. Three are still under review. In other words, they will be going, I presume, to a review board.

**Mr. McClellan:** Would you identify them, please?

**Hon. Mr. Norton:** I don't have those specific ones here; do you have them, Ken?

**Mr. J. K. Macdonald:** The three under review are Frontenac, Niagara, and Dundas and Glengarry.

**Hon. Mr. Norton:** So, at least you can see there's no favouritism when one of the three happens to be Frontenac.

As I say, that has been a frustrating process and so, by virtue of the changes that I've just mentioned, I hope this will be the last year those kinds of delays occur.

I want to point out that this is not by any means the first year. If you look back, you could find years when some of the budgets were not finally approved until well into the next calendar year. I'm optimistic that these matters will certainly be resolved before the end of this calendar year. I think that although there has been a lot of concern, both on the part of the societies and on our own part, the performance overall this year has probably been no worse than it has been historically, and we hope it will be much better next year.

May I just add a postscript to my comments on the child abuse program? Recognition training programs for people in child abuse have been established in 15 communities across the province. We also have programs established for trainers; they will in turn train others across the province.

**Mr. Cooke:** I realize there's that type of thing but I don't think that gives you a good idea of how competent your staff out there is. The majority of the staff isn't a part of that; it's not part of the orientation program. It's no guarantee that you have a children's aid society staff that knows what it is talking about, knows how to identify child abuse.

**Hon. Mr. Norton:** I suppose that even if one were to make a training program mandatory, that would not necessarily guarantee a particular level of competence of staff. That's something which is such a variable, it could vary from individual to individual. I'm not trying to pass it off as something we're not concerned about. We may end up having to take those kinds of steps. But if it is a question of the competence of the individual that you're concerned about, and the question of the degree of commitment of persons to trying to identify incidents of child abuse and to report them and see that they're dealt with, no mandatory legislation will guarantee that either.

**Mr. Cooke:** I don't mean legislation.

**Hon. Mr. Norton:** How are you going to make it mandatory?

**Mr. Cooke:** I would think that since you fund children's aid societies, you should be able to tell them some of the things they're supposed to offer their workers and how they're supposed to train them. You don't have to put everything in law.

**Hon. Mr. Norton:** All I'm saying is that because a person is taking a particular course of training does not in itself guarantee the level of confidence that you would like to see.

[4:00]

**Mr. Cooke:** That's obvious; we talked about that in education.

**Hon. Mr. Norton:** What we would have to do is have you go around the province and check on them or something like that.

**Mr. Cooke:** I went through the Children's Aid Society, and I don't pretend to be an expert because they didn't teach me anything on child abuse. That's why I'm aware of it.

**Hon. Mr. Norton:** If you wish, I'm sure we could arrange with Dr. Sohn for you to receive some—

**Mr. Cooke:** When I say I went through the Children's Aid Society, I meant I worked there.

You didn't mention anything about your caseload calculations and how you know how much Children's Aid Societies are doing.

**Hon. Mr. Norton:** Perhaps I'll ask our director to address himself to that.

**Mr. J. K. Macdonald:** In general terms, Mr. Chairman, we were not doing what might be called caseload calculations in terms of negotiating the 1977 budgets.

What we were doing was using statistical data supplied to us by the societies on a comparative basis from year to year to attempt to measure the change in the volume of

work that had to be handled by the societies over the period of time. In that case we used some very rough calculations of the change in volume of work dealt with, and we suggested that this was a measurement which had to be applied to the analysis of the budgets. We attempted to make no qualitative judgement on the size or nature of the caseloads themselves. We were simply looking for a comparative mechanism.

I might add that we have had some discussions with the societies on the use of this approach and we've reached some agreements on improving upon it for next year by adding other variables that were not considered in the 1977 budget review process.

**Mr. Cooke:** Do you mean different types of cases are going to be weighted? You must agree that it's not as difficult to handle certain types of cases. Obviously, the types of cases that are dealt with in one city are going to be different from the types of cases in another city, and that should be reflected in the budget. The only way you're going to get a measure of that is by your different types of cases and how you calculated the caseload.

**Mr. J. K. Macdonald:** I wouldn't make the commitment that there is going to be a significant amount of weighting beyond what we've agreed to with the societies for 1978. I could add that we have agreed to an ongoing ministry-association committee to attempt to develop a definitive workload weighting system for following years.

**Hon. Mr. Norton:** I might add that I'm not sure whether that's at the point of a formal agreement. I have written to the Ontario association—I don't recall having received a reply—requesting them to participate with us in an ongoing committee, and not only for 1978. We have arrived at an understanding or an agreement, which is acceptable to them, with respect to a formula for 1978. But the proposed committee would look at that on an ongoing basis with a view to refining it so that it ensures that the needs of the societies are being met.

**Mr. Cooke:** There is one other thing that I didn't mention when I was talking originally. I was commenting briefly about how Children's Aid Societies deal with their Crown wards, especially their Crown wards who turn 16—I guess they would be society wards at that point—and then they let the wardship drop, or those who go on to be 18.

There was an article in the *Globe* some time ago—I'm sure you read it—about a young lad who was a ward of the Catholic Children's Aid Society here in Toronto. From

what I've been able to see, it's a very typical case. What happens is that as a child becomes 18 and he becomes more difficult to deal with, the Children's Aid Society finds it more difficult to deal with him also and the society more or less just lets him go by the wayside. Maybe this happens because we don't have the proper facilities to deal with him. If there are problems with a 16-year-old, the common comment is, "He's a lost cause" or "She's a lost cause."

I've seen this happen in all too many cases. In fact, I had to intervene in one in my area not too long ago, where I had to put it flatly to the agency that either they do something or I would make a stink about it. Finally, I got the worker to go and see the particular kid. There are cases where the Child Welfare Act is not even being followed with these kids. They are supposed to be visited, I believe, every three months. That doesn't occur.

It seems to me that we are not treating our teenagers in a fair manner in Ontario. We should be looking at facilities for them, but we should also be making sure that our Children's Aid Societies are fulfilling their obligations under the Child Welfare Act and fulfilling their moral obligations to these kids. When we go through lengthy court battles to yank these kids out of their families when they are younger, we seem to forget that we are the ones who took them into care, and when age 16 or 18 comes we just let them go. It happens in all too many cases. I think your ministry should be looking at that very seriously.

**Hon. Mr. Norton:** I think that, again, you have identified an area we are concerned about. We have not been able to address or redress all of these things at once, by any means.

**Mr. Cooke:** That is one of the problems about talking with this ministry. I found, in the estimates, because every time the opposition parties come up with a very legitimate complaint, you say you are looking into it. I cannot wait to see what happens in the next few years. I hope I don't become a very frustrated MPP and never see any changes.

**Hon. Mr. Norton:** I think in a number of cases it is not just a question of looking into it, we may, in fact, be doing that, but quite by coincidence, I presume, maybe it is not coincidence, maybe it is that fact that in spite of some of the comments that were made yesterday there is some common ground of sensitivity among us in terms of the areas about which we are concerned. I



don't think it detracts from the fact that you are concerned about those, the fact that we have already been working on some of the areas. We are not at all offended by the fact that you identify areas that we may not yet have identified or that we may not yet have been able to address ourselves to.

I just want to make one specific comment—I think I am speaking about the same case that you referred to—since the young man you referred to is now an adult, I had asked that another branch of our ministry follow up with him on that case. There was contact made with him, but since then we have had some difficulty in further contact. There are people who are still trying to locate him on behalf of the ministry, to see if we cannot be of further assistance to him.

**Mr. Cooke:** It is too bad that it takes an article in the Globe and Mail to get the kid some help. It shouldn't have happened.

**Hon. Mr. Norton:** Yes, I think, though, there is some other history to that where there had been prior contact which was broken. I agree, although it was not something I was aware of, or even, I suppose, other senior people in the ministry, until it was brought to our attention. I don't know what mechanism we could use to ensure that all of those kinds of cases are brought to our attention.

**Mr. Cooke:** One method would be to make sure that in the way the Children's Aid Societies are managed somebody is aware of what workers are doing with their clients. There are too many agencies where workers can just coast along and not bother seeing their cases and their cases are neglected. There is not enough accountability, even within the agencies. That is part of the problem.

**Hon. Mr. Norton:** I think in the case of that particular individual that, in fact, at age 18 he was in a setting which generally falls into the category of children's mental health centres. He was there until age 21. I am not sure what his age is now. In any event, it is a good example of a situation where there was a lapse in the system, and it should not have happened.

**Judge Thomson:** If I could just add one thing to what the minister has said. On the issue of accountability, one of the things which we have looked at in the context of the law package is the question of accountability on the part of those assuming wardship of a child in the sense of making sure that that plan which is prepared for a child is disclosed at the time of the order being made, and there being periodic review of

the extent to which that plan is being carried out. The short-term law package is attempting to address that very fact.

My experience as a judge was that one of the main ways to ensure accountability was through process, making sure exactly what one had in mind and was planning to do for a child was disclosed, stated and noted at the time when one assumed guardianship. So you had something to measure performance against. That is one of the areas which this package of reforms attempts to address.

**Mr. Cooke:** Maybe another thing we should be concerned with—I guess it is more up to the Attorney General than it is up to this ministry—is to make sure that we have competent, sensitive judges on the bench.

**Hon. Mr. Norton:** I just stole one of them.

**Mr. Acting Chairman:** By the way, is everyone aware that there are two hours and 45 minutes left, and that is to include the study of the supplementary estimates? There are one or two persons who did not realize that the supplementary estimates were given to us and included by specific direction of the House in that period of time. Is that understood by everyone?

**Hon. Mr. Norton:** There are some things that may cover the same items, I think.

**Mr. Acting Chairman:** Yes, they cover the same things.

**Ms. Gigantes:** As I mentioned yesterday when I began to speak and our meeting wrapped up too early for my purposes, I would like to discuss with the minister the question of day care and the program within his ministry for this year. When we compare the 1976-77 estimates with the figures in vote 2804, page 114 of the accounts book, the total amount which the ministry is setting aside for implementation of the Day Nurseries Act and the Developmental Day Nurseries Act, we discover that in the period 1976-77, the actual expenditure fell below the estimated expenditure by roughly 17 per cent. I think it would be fair to assume that we may have the same kind of underspending in 1977-78. If you look down your left-hand column and reduce the figure by 17 per cent, you end up with a figure of about \$32 million, which is lower than the estimates for last year.

I would like to draw that to the minister's attention because I think that underspending is the source of problems in day-care service in Ontario. I believe the prohibition on expansion of service that we are seeing now leads to the kind of "bootleg" example cited by Mrs. Campbell yesterday.

When you prohibit the expansion of a



necessary service, you are going to have "bootlegging." You are going to have pretty gross examples of "bootlegging" in a very vital service which influences the lives of children and the lives of families.

I would like to refer to a document which I think I have been able now to identify; it came to me in a brown paper envelope. Apparently it was a document drawn up for internal use in the ministry in 1975 by Mr. John Heywood. It is an excellent document in terms of the amount of information it contains and I suggest that it is the kind of information which should not only be used within the ministry. I don't know what kind of use has been made of this particular document in the ministry, but it is information that would be very useful to us when we come to estimates. It would also be useful to day-care associations and administrators across the province who are trying to understand what has been happening with day-care budgets.

[4:15]

I will take you to page 35 of that document. I don't know if you have a copy there; I will give you an example of the kind of information contained in it. You really should have it.

**Mr. McClellan:** We will send you one in a brown paper envelope.

**Ms. Gigantes:** There is a breakdown of the kinds of organizations providing day-care services. There is a breakdown of nurseries, all-day, part-day; a breakdown of the capacity of those nurseries, all-day, part-day; a breakdown of the number of subsidized placements within those nurseries, all-day, part-day. There are some very interesting developments when you look at the period, for example, from 1972 to 1974. You see here that the number of subsidized placements in Ontario has been growing much more rapidly in the private nursery field than in the municipalities' nurseries.

I would like to know why that is and how it correlates with whatever philosophy of day care this ministry has. Speaking of philosophy, I would like to refer you to page 58 of this document and I would like to read a little section which is headed "Ministry Philosophy on Day Care."

"Management is a pivotal force in man's search for effective ways of utilizing limited resources. It can be a prime stimulant or a major deterrent to the progress of a given society, depending on whether it develops to meet the requirements of that society. For this reason, every member of management in government should be aware of his responsibilities to the ministry and ministry section

he serves, and his responsibilities to the society of which he is a part."

That is pretty cold management language, but I think it is not a bad idea.

This document goes on to the questions that have to be raised about ministry philosophy. Page 58 starts:

"What needs to be considered now? It would appear that the time has come for the ministry to review the present day-care program in Ontario and the benefits so far, with a view to consider further improvements and possible expansion."

It goes on to list, on page 60, the number of items that would have to be considered in setting the objectives.

"Number one: The goal of the Ministry of Community and Social Services.

"Number two: The development of day-care services so that they would be available to everyone, making sure that those with the greatest need for the services can afford them.

"Number three: The need for all children, while attending day nurseries or private homes, to receive the care and guidance. . ."

There are a number of quite laudable suggestions for developing a ministry philosophy on day care. This document must have been published in late 1975 because it has March, 1975 figures contained within it. I would like to hear what has happened since late 1975 with the proposals outlined in this document, which I think are rather worthy proposals.

I can tell you what has been happening in an area which I know about, the Ottawa-Carleton area, and in particular, in the Gloucester township area. I can cite one example of the kinds of things which have been happening which I feel indicate that the ministry has not yet settled on a philosophy. If it has, it is not a philosophy that I can agree with.

In Gloucester township there is one day-care centre. I believe that day-care centre is now three years old; I am not sure of the date. The waiting list for the day-care centre is larger now than when the day-care centre was opened. It is larger than the numbers which justified the creation of that day-care centre. Furthermore, the costs are pressing hard on the operations of that day-care centre.

When I say the costs, I mean the inadequate kind of funding that that day-care centre is getting from the provincial level, in my opinion. These are pressing so hard on the administration of the day-care centre that a whole part of the program for infant care is being cut. It was a very hard decision for local officials to make. They felt they had

to make it. They felt they had to make it because they were not getting adequate levels of funding from the provincial level. That means that 10 infants now in care at that day-care centre will have no place to go.

Gloucester has not developed a system of day-care centres. I think that, to put it fairly, Gloucester township has not been "stomping forward" to create this kind of service. But the people who worked within the community very hard to develop it, in the light of some lack of interest, I might say, on the part of the township in the past, these people overcame this lack of interest on the part of township representatives and created a day-care centre they were proud of, and they would like to be able to extend services rather than see them cut back. That one day-care centre has been supplemented within the township by a system of family day care, a family day-care program.

There are all kinds of problems with the family day-care program. I am sure you are aware of them. I would like to know what you are going to do about them. Women who are engaged as the "carers" for children in this program only get paid if the child shows up. The rate which they are paid is a miserable rate. Any expenses they may have above a paltry level associated with the care of that child are not covered adequately. There is a whole range of problems within that home day-care program.

But it is also true to say of a home day-care program that it doesn't work for infants. Most people who are going to be willing to join in the provision of services in a home day-care program would much rather be involved in a program with children who are not infants. Infants take a lot of time and a lot of trouble.

I don't know what we are going to do in Gloucester township now with no infant care program. There is a long waiting list for that part of the Charmian Craven Day-Care Program. I consider it appalling that this is happening in 1977. I had hoped, I had expected, and I think that the people who worked so hard to provide this service for years had expected we would be advancing now, not going backwards. And backwards is where we are going. We cannot even afford now to keep up the kind of provision of services we have had in the past.

This is not the only example from the Ottawa area. There was a recent article in the Ottawa Journal, a newspaper which I don't normally read, or if I read it, I don't put my hands on it. The article is dated November 7, 1977, and it gives an account, written by Pauline O'Connor, of how the

James Street Day-Care Centre workers in the city of Ottawa have been forced to take wage cuts in order to keep the day-care centre open. "The six workers," I quote, "will donate nearly \$200 this month in the first instalment of a retroactive pay cut they hope will absorb the blow provincial restraints have dealt the day-care co-operative. The rest of the \$200 will come from next month's wages. Next year's wages could be frozen."

This is appalling. This is the kind of day care where an awful lot of the administration is done on a co-operative basis, saving money for the province. These workers, whose maximum pay at this day-care centre is \$8,500, people who have been in the field and are experienced and run a very fine day-care centre, these people are actually going to see their wages go back. They are doing it, but they say, "We are not going to stay in this job very long." You cannot blame them.

That is another thing that is happening in the Ottawa area. Recently, because of great concern for the provision of this service in Ottawa, the community development committee of Ottawa city council set up a task force to look at the financing of day care and the cost to the municipality compared to the cost to the provincial government. What this study group came out with was an understanding of the financing of day care which goes as follows:

"If there is one person working in a family, the cost to the city of providing day care is the same as if there are two people working in a family, and the city gets no extra benefit because there are two people working in the family." None! Its revenues don't increase. "However, for the province, if there are two people working in a family and the family income may be doubled, provincial coffers are swelled because of the income tax, because the province has income tax." So, any time that the municipal government is called upon to help subsidize day care it doesn't benefit in the same way that the provincial government does in terms of revenue sharing.

This study group feels so strongly about the unfairness of the financing of day care that it has recommended an immediate study at the regional level. I think you are shortly going to be faced with a pretty angry analysis out of the Ottawa area of just how unfair the financing of day care is to municipalities, compared to the benefits that the provincial government reaps when there are two people working in a family.

I'd like to know an awful lot more information concerning what your ministry



knows about the day-care situation in Ontario. We're not getting adequate information from your background paper here.

We need to know things like how many of these day-care placements that are totalled up for us are full-time? How many of them are really half-day nursery programs which are not truly, in my mind, day-care services of the kind we need in a province where it is estimated now that half the mothers of children in the early age group are at work? Half the mothers of children in the early age group.

We need to know exactly what kinds of programs you're providing, because the kind of information we're getting is inadequate. Some of that information for back years is contained in this very excellent internal document and I'd like to know what the actual situation is these days. Do you have that kind of information collated in this very excellent way?

I would also like the minister's comments about the possibility and the promise of a development in this province of the kind of program that exists now in Manitoba, where there is a limit placed, an absolute limit placed, on the amount that parents make as a contribution to the cost of day care for their children. In Manitoba I believe that limit to be \$5 per day per child, which comes to something like \$1,300 a year per child. Middle class people in Ontario, people who are not subsidized, can't afford this day care at the rate at which it is being provided, even if it were being provided in adequate amounts. I'd like to hear some comments from the minister on these points if I could. Thank you.

**Hon. Mr. Norton:** Again I am trying to note in order the matters that you have raised. Some of your questions I won't personally be able to answer in detail, but perhaps some of the staff can. If not, we will certainly try to get the information for you.

First of all, I think that you made reference to the illegal day-care centre which recently was closed here in Metropolitan Toronto. That is obviously a matter that disturbs us very much.

I'm not sure the reasons for its existence are the reasons you have cited. Insofar as it existed and insofar as there was certainly evidence of substandard care for children I can advise you that charges have been laid in that case.

You made reference to other examples. I'm not familiar with other situations at this point. If you are aware of any other examples of either illegal day care centres, or

bootlegging, as you call it, I'd be only too happy to know about them.

**Ms. Gigantes:** I know of no other, but my point was this—  
[4:30]

**Hon. Mr. Norton:** You made reference in the plural and I thought perhaps you had heard of others. I certainly have not.

**Ms. Gigantes:** No, I have not nor am I likely to; nor are you likely to, obviously. It took two years to close that operation down.

**Hon. Mr. Norton:** No, let me correct you on that. It did not take two years from the time there was any awareness of the fact that the situation existed. It took a matter of a couple of weeks?

**Mrs. Etchen:** From September 30 to October 6.

**Hon. Mr. Norton:** On September 30 we learned of its existence and on October 6 it was closed.

**Ms. Gigantes:** But it had existed for a long time without your knowledge, that's my point. And my point in raising that was simply to indicate that you obviously have a market, a desperate market out there; and you're going to have people who are taking advantage of that desperation. It's going to happen again. You know it's going to happen.

**Hon. Mr. Norton:** As I said, I'm not certain that the reason for its existence is the one that you cite. I think there are other factors involved in that particular centre which do not necessarily relate to the general availability of day care.

**Mr. McClellan:** Like what?

**Ms. Gigantes:** I'm curious, too. Like what?

**Hon. Mr. Norton:** I am not prepared to go into all those details at this point because, as I say, there have been charges laid in the matter. I am prepared to discuss it privately with you if you wish, but not have a public discussion.

**Mr. McClellan:** That's absurd. Why bring it up if you're not prepared to discuss it?

**Hon. Mr. Norton:** All I said is that there are factors involved other than those cited by Ms. Gigantes.

**Mr. McClellan:** We want to know what those are.

**Hon. Mr. Norton:** I've told her I'm not going to discuss them. With respect to the document you have, I'm not familiar with it. I think that a good portion of the expansion in municipal day care has taken place since the document was prepared as an internal document. It was not, to my knowledge, ever published, nor was it intended to be



published; it was an internal working document. You cited some statistics indicating that subsidized private placements were growing at a rate disproportionate to municipal placements.

**Ms. Gigantes:** Yes.

**Hon. Mr. Norton:** I think that since the time that data was assembled there has been a substantial growth in the municipal day-care placements as well.

**Ms. Gigantes:** Certainly not in Gloucester township, I'll tell you that.

**Hon. Mr. Norton:** Perhaps I can jump to Gloucester township, since you raised it again. We do have a problem in some areas where in order for day-care services to be provided the request from the municipality through the region is necessary—an agreement that first of all recognizes the need and the willingness to participate in the funding. Some municipalities have been reluctant to participate in that.

**Ms. Gigantes:** That's no longer the problem in Gloucester. Or in Ottawa.

**Hon. Mr. Norton:** Again, I'm not fully familiar with the present situation in Gloucester but I will have a look at it. I am aware that it was a problem in Gloucester.

One of your colleagues at a previous estimates meeting had the same documents you have today. I don't know whether you'd care to hear his comments on it.

**Ms. Gigantes:** I wasn't aware that somebody else had it.

**Hon. Mr. Norton:** Mr. Martel had an opportunity to review that document. I'm not sure that I would agree with his comments. He referred to relishing it and said that he thought to himself when he had read it, "What a pile of garbage."

**Ms. Gigantes:** It's better than the garbage we're currently given. That was my point.

**Hon. Mr. Norton:** I think I'd be more inclined to agree with your comments on it than Mr. Martel's. I wasn't around at that time.

**Ms. Gigantes:** Is it still a working document within the ministry?

**Hon. Mr. Norton:** I'm just pointing out that even on that document there were, apparently, differences of opinion.

**Ms. Gigantes:** He's far from satisfied with it and so am I. What it does is that it starts to suggest that the time has come in Ontario when we should have a day-care philosophy. Is it a working document now in the ministry?

**Hon. Mr. Norton:** I'm not sure what it's status is at the moment.

**Mrs. Etchen:** It's supposed to be outdated now.

**Hon. Mr. Norton:** Certainly the data is.

**Mr. McClellan:** That puts us back to Elie Martel's comments that nothing ever changes, does it?

**Hon. Mr. Norton:** Obviously, some perceptions do. I'm not sure whether the experience is that nothing ever changes.

**Mr. McClellan:** These things have deteriorated. What was garbage in 1975 is good in comparison today.

**Ms. Gigantes:** Looks awfully good today, yes.

**Hon. Mr. Norton:** We'll now send your comments to Mr. Martel and get his response.

**Ms. Gigantes:** I could read some passages in it that are garbage, if that's what you want. If you want me to agree with Elie, I can cite you all kinds of reasons why I would agree with him.

On the other hand, I'm trying to be positive. I'm trying to say that there is a really quite admirable attempt made in this document to produce information and to produce a philosophy. At least, it raises the questions that would lead you to have a philosophy.

**Hon. Mr. Norton:** I appreciate your flexibility, and I appreciate your being positive.

With respect to the Jane Street day-care centre that you made reference to—

**Ms. Gigantes:** James.

**Hon. Mr. Norton:** James Street?

**Ms. Gigantes:** As in King James.

**Hon. Mr. Norton:** Pardon me. I wasn't aware of any problem there. I don't know whether anyone else on the staff was or not, but since you have raised it and brought it to our attention we'll certainly see what we can do.

**Ms. Gigantes:** This is a very general problem in the Ottawa area—that such day-care centres cannot afford to pay their staff a living wage.

**Hon. Mr. Norton:** As I understand it, once the request has been received by us from the regional government, the allocation of those funds within their jurisdiction is not something that we control. They may approve higher increases for one day-care centre than another. Now, what the specific situation is at the James Street day-care centre, I don't know.

**Ms. Gigantes:** But you're surely aware, Mr. Minister, of the long drawn-out correspond-

ence on the subject of provincial financing for the Ottawa-Carleton day-care program and that a really concerted effort on the part of the regional municipality to get the kind of funding from your level of government is an absolute necessity for the provision of services.

**Hon. Mr. Norton:** I am aware that there certainly have been representations made to me personally by some of the employees, relating to salary increase requests; at a time when there was a limitation in terms of the increase in our funds they were requesting increases of, I believe, 20 per cent at that time, but because of what the magnitude of such a request would mean across the province, I was not in a position to do anything about it.

**Ms. Gigantes:** Surely you have to look at the salary that exists. These people have been working for years at inadequate levels of income.

**Hon. Mr. Norton:** What I would like to know is how this situation developed—where there was a request to employees to rebate, if you wish, part of their income. I will look into that situation. But the point I also tried to make with some of the people that I have met with is that because of the magnitude of the requests that were being made, and recognizing that there is a finite source of resources, one has to sometimes make a choice—and it's not just a choice that I have to make, but they do too—as to whether there will be funds for the maintenance of and some expansion of the service to children, or whether that will be impossible by virtue of the increasing demands for salaries. I'm not arguing about the salaries—if the ones that you cite are, in fact, the correct maximums.

**Ms. Gigantes:** Those are correct.

**Hon. Mr. Norton:** Then I certainly would not argue that those are levels of income that—

**Ms. Gigantes:** And they are not singular at all in the Ottawa area.

**Hon. Mr. Norton:** At the same time, I'm not familiar in detail with the method of budgeting, and I really don't want to get into a detailed discussion of it without having familiarized myself with the situation.

**Ms. Gigantes:** What I am attempting to do in bringing these items forward is to indicate that there has been a terrible effort made in the Ottawa area to deal with finite resources—with terrible effects. I don't think it's the lack of any attempt to control expenses in the Ottawa area that is creating a

problem for your ministry. The results are vicious.

**Hon. Mr. Norton:** There was an increase in allocation of funds to the region this year. How it was allocated by the region I don't know. As I've said twice now, I will see if I can find out the cause of that particular problem in Ottawa or whether it's more general as well—

**Ms. Gigantes:** I believe it to be more general.

**Hon. Mr. Norton:** I'm not in a position at this point to comment on the Manitoba rates. I understand that what you say is correct but I also understand there is a mandatory minimum—and I'm not sure what that is, as well—in terms of contribution that parents make. There is one area in which the province of Manitoba—I guess it depends on how you view it—perhaps in some respects is more realistic than in some of our own approaches. In many areas of service they have introduced a minimum user charge or a minimum contribution that is required from families for the service that is available.

In this province in many instances we have not done that. There are services available which do not have minimum charges.

**Ms. Gigantes:** I would be quite happy to see a minimum when your maximum is \$5.

**Hon. Mr. Norton:** If we were to take that approach, it may well be possible for us to impose a maximum if we also imposed a minimum. But I think our concern traditionally has been that imposing a minimum would perhaps preclude some of those people in greatest need from getting services. If you were to say to a single parent, "This service is only available if you can pay this minimum," that might preclude that person's participation or receipt of that service.

**Ms. Gigantes:** Most single working parents are not going to find an alternative kind of day-care service at anything like that rate. You know that. The alternative for them is the alternative that exists right across Ontario for a major part of our day-care service: it's the ad that you read in the paper that says, "Will mind child—my home—\$30 a week." That's the lowest level of service we have, and it is by far the largest level of service we have in the province of Ontario. I consider it a shocking handicap for the development of children in this province that that's the kind of day-care service we provide for the most part.

**Hon. Mr. Norton:** I don't think the majority of care for children is provided privately. I'm not sure that the majority of it is



provided through the kind of mechanism you cite.

**Ms. Gigantes:** You should be sure that it's not.

**Hon. Mr. Norton:** I think it's much more common that it be done within families, with neighbours and so on, and not necessarily through response to a newspaper ad.

I don't think that it is necessarily a legitimate role of government to attempt to regulate all decisions that parents may choose to make with respect to the care of their children. There must still be the flexibility for parents to make choices; to choose to have a grandparent, a sister or someone within the family or a trusted neighbour provide that kind of care on a co-operative basis.

First of all, we couldn't afford to provide all the care that is now provided in that manner. Secondly, I'm not sure that it is a legitimate role of government to presume to take over all of those areas of discretionary decision that exist to parents.

**Ms. Gigantes:** Can you tell us here in this committee that you know that most day care in Ontario is not provided that way? You can't tell us that because you don't know.

**Hon. Mr. Norton:** No, by the same token, can you tell me that most is?

**Ms. Gigantes:** Yes, I would hazard a guess. That's what I said.

**Hon. Mr. Norton:** I could hazard a guess as well. But you're asking me—

**Ms. Gigantes:** Yes, but I'm not a minister of the Crown.

**Hon. Mr. Norton:** But, you see, even any survey that might be taken, for example, would be only of advisory value; it would not necessarily be precise. The fact is that parents have no responsibility to report to me or to my ministry what their private arrangements may be for the care of their children. I'm not about to announce to the parents in this province that they should.

[4:45]

**Mr. McClellan:** To put it in an absurd context.

**Hon. Mr. Norton:** I'm not sure that it is so absurd when you consider the context in which the question was asked.

**Ms. Gigantes:** Maybe I could make myself understood if I put it another way. I think that these children who need day-care service are not only the children of their parents, they are the children of this society, they are our children too.

**Hon. Mr. Norton:** That's right, yes.

**Ms. Gigantes:** They are our children too,

and our society has changed very rapidly in the last 10 years. The statistics on working mothers in particular have changed dramatically. It means that probably over half our young children are in need of day care. Half our mothers of young children are at work in this society now. I'm not suggesting that we regulate anybody's life at all, I'm talking about providing an option for parents to choose, which they don't have now.

**Hon. Mr. Norton:** I think it also depends on how you define "in need of day care." I know there were some figures used in the past and I couldn't figure out where they came from. I think I know now. Since we have indicated we feel about 15 per cent of the children of working parents are receiving day-care service in the province, if one extrapolates from that and says if that figure is 15 per cent you multiply that by this factor and you end up with this global figure—that is the figure that's been used for children in need of day care. In some reports it has been used, in fact, to connote "children at risk." I think that's deceptive.

**Ms. Gigantes:** If you have a child, Mr. Minister, and you go to work and that child is under seven years old, there is a need there. What figures have you got, then?

**Hon. Mr. Norton:** The words used in one report were that these were children at risk. I'm sorry, I cannot accept that because the parents are working and because the parents may have made private arrangements, the children are therefore at risk, simply because the parents are working.

**Ms. Gigantes:** Let me quote from your internal documents, and this is something that probably Elie Martel would have cited had he been here. Also it makes me wonder about the kind of thinking you're advancing here now, which is to question. This is page 68, and it comes in a section that is entitled, "The Need to Expand the Day-Care Program."

"Advocates of the principle that maternal employment has great negative effects on children should note that research findings as early as 1952 have challenged this view. This challenge could be supported by research conducted by Sheldon and Eleanor Gluck which indicated that maternal employment per se is not the only significant factor in delinquency. Lack of a father in the home and disorganized family life were of as great significance."

That is talking about children at risk. That's your internal document examining what scientific evidence exists that, in fact, these children may well be at risk.



**Hon. Mr. Norton:** By the same token, one surely could make an equally general statement that children under any circumstances might be at risk, but that doesn't mean that you can, therefore, say that all children are necessarily at risk.

**Ms. Gigantes:** Maternal employment is one factor which social scientists who are expert in the field have considered an important enough factor to examine, so I don't think you can dismiss it out of hand and say we have to assume all children are not at risk unless they end up in court or whatever. We have to look at some evidence and we have to take this kind of discussion fairly seriously, I think.

**Hon. Mr. Norton:** I take the discussion very seriously but I also think there may well be perhaps as many cases where, if the parent is not working and is unhappy as a result of the particular role that person is in at the time, that child may be at greater risk being with the parent in terms of the child's development.

**Ms. Gigantes:** That's why we should have more day care—so people could work. That's a big handicap for women who need to work.

**Hon. Mr. Norton:** I have not had an opportunity to review fully the report from the Ontario Economic Council, but there is one point on which I would agree with you and disagree with the assumption that seems to be reflected in that report, that the cost of day care for a child is not worth it if the mother is earning only a certain amount of money. I haven't got the details with me, but I think that overlooks another aspect of day care which does not ignore the child but certainly recognizes that it has a role to play, especially in the case of a single parent, in enabling them to remain active in the work force and hopefully, therefore, to lead what for them is a more fulfilling life once their parental responsibilities have diminished as the children get older. One can't equate the cost of day care—I'm agreeing with you on this point—simply with the care of the child and ignore the social impact on the other members of the family.

**Ms. Gigantes:** The costing we do is so weird. We talk simply about the cost of day care as such. My constituency office is across the road from a large public housing development which, like all public housing developments, is occupied mainly by residents who are single-parent mothers. I know a lot of these people. I watch them, with three small kids at home in a typical case. After a few months—it comes in cycles—you know

when these women are up and able to cope and you know when they're down. And when they're down, what they do is they have an attack of nerves. What you and I would call a breakdown, their doctor diagnoses as an attack of nerves.

The attack of nerves becomes so significant that they are taken away in ambulances to the hospital. They're booked into the hospital, the Royal Ottawa, for maybe three weeks. Then they're doped to the gills and sent home. In the meantime, we're paying for a homemaker, who may or may not stay a little while after the mother comes home. The treatment continues and some therapy even may continue, though I really doubt the value of the therapy because it's not very extensive therapy; group sessions every three weeks simply aren't going to solve that problem.

We pay all those costs. It isn't just your ministry as far as I'm concerned. It also has to do with the Treasurer of this province, who considers that women are secondary labour force types and so it really doesn't matter. But that's costing your Treasurer and your ministry, to say nothing of the lives involved. And what's going to happen to those children? We're going to end up paying for those children too. It's the same cycle.

**Hon. Mr. Norton:** But I don't think we can assume that a day-care program is the panacea in all families. I think the need that you cite—

**Ms. Gigantes:** Is for jobs and day care.

Those women want to work. They're enrolled now in a short-term program under short-term financing, which is a work-skills upgrading course of the most elementary kind.

**Hon. Mr. Norton:** I know of a similar situation in my own riding, which I won't go into in detail but which I'd be interested to discuss with you, where I think a very creative approach has been taken, to a large extent on the initiative of the single parents themselves, with some assistance from people at the community college nearby. They are trying to address that very need, not necessarily with the route to day care but recognizing the need in the lives of the individuals.

**Ms. Gigantes:** But unless there is day care that whole motion forward you see is going to roll to a stop.

**Hon. Mr. Norton:** They have been handling that situation on a very interesting cooperative basis, but, as I say, rather than taking up time in the estimates, I'd be inter-

ested to discuss that with you some other time.

**Ms. Gigantes:** I had several other points. I'm curious about this document and the level of information it has in it. Can we get similar information for 1977?

**Hon. Mr. Norton:** I don't know whether a similar document exists or not.

**Mrs. Etchen:** No. At the present moment we don't have an information system that would permit the same kind of information to be obtained, but we will, within a few months, have a complete record of every nursery in the province of Ontario, its capacity, its enrolment, the type of program that's in it, the number of hours it's open. Perhaps by the first of April we'll be able to give you a complete and detailed breakdown.

**Ms. Gigantes:** What is the break in the flow of collection of information? Why was it collectable in 1975 but is no longer in 1977?

**Mrs. Etchen:** I can't speak for 1974-75 because I wasn't here, but when I took over the branch the record-keeping system now just will not permit us to obtain that kind of information. Perhaps it was there two years ago, but it certainly wasn't there when I took over.

**Hon. Mr. Norton:** Perhaps Mr. Ozerkevich could comment on what is being done at the moment to try to meet that need.

**Mr. Ozerkevich:** Mrs. Etchen is referring to the development of a day nurseries information system. Phase one should be completed within the next couple of months. I guess when we first looked at it we recognized the sheer volume of information that's required to present the kind of information you're asking for.

**Ms. Gigantes:** It takes about seven pages when it's printed.

**Mr. Ozerkevich:** The volume of the number of nurseries and the amount of information that in addition to that we would want to be able to provide for analysis and planning requires some automation of the standard record-keeping procedure that would be done by hand. A program of that size would need to be automated. It's a project that's been going on for about four months and will be completed within the next two to three months, so we'll be able to produce regularly on an automated basis the information you're citing, not just on an annual report but on a much more regular basis.

**Ms. Gigantes:** Do we have any information that's not contained in this document about

the type of program that goes on? This document gives part day, full day, and again because of the need I feel exists, we should be talking about full day.

**Mrs. Etchen:** We do have a major program of day nurseries in the province of Ontario, between 1,300 or 1,400 of them. If you ask us how many half-day programs we have, we have to go through 1,300 or 1,400 files. We could conceivably tell you, but the manpower and the clerical time it would take to answer that type of question, as Mr. Ozerkevich says would be substantial. When we have automated the system we will be able to tell you how many full day places there are.

**Ms. Gigantes:** Will we know what kind of programs go on?

**Mrs. Etchen:** Yes. We have several categories of programs in our system, our Montessori schools, the care for the handicapped; we've got the programs classified and we'll be able to give that to you on a full-day and half-day basis.

**Ms. Gigantes:** When we talk about the gross numbers of children who are involved in what are loosely called day-care programs in the province of Ontario, there's a lot of suspicion among the day-care community—I mean the professional community—that an awful lot of those programs are not what I would call day care or you would call day care, in your experience in Kingston, Mr. Minister. These are add-on programs for the development of kids from middle-class homes where there may only be one parent working. I'm fully in favour of that, but if we're counting those children into the total group our provision of day-care services is a lot less in real terms than it is when you look at the total number of children involved in programs. That concerns me.

**Hon. Mr. Norton:** The information systems that existed when we embarked on this concerned us too. That's why we're doing something about it.

**Ms. Gigantes:** Do we have a date by which we will have this?

**Mr. Ozerkevich:** The complete system will be done in April but the first part, the part containing some of the information you're wanting, we expect to have done by the end of February or early March. There's a second component which we're adding which will enable us to do a little more sophisticated costing. That was an add-on to the original concept of the system. So to provide the kind of program description and the description of utilization rates and so on, we should



have that completed in early March, at the latest.

[5:00]

**Ms. Gigantes:** Has any work on developing a philosophy of day care in Ontario arisen out of this document? Have the questions that were raised been answered?

**Hon. Mr. Norton:** I am not personally familiar with the specific document.

**Ms. Gigantes:** Well, is anybody doing anything, or maybe asking some 1977 questions about the kinds of things that need to be answered so that you will have a day care philosophy?

**Hon. Mr. Norton:** Constantly.

**Ms. Gigantes:** Is there a document we can see?

**Hon. Mr. Norton:** I am not sure that it has been documented at this point.

**Ms. Gigantes:** Will there be a document?

**Hon. Mr. Norton:** We will be approaching all of the programs in total and individually, with a view to developing a philosophy which can be put to print and which will be subject to your analysis and discussion with us.

**Ms. Gigantes:** Good. Thank you.

**Mr. McClellan:** Let me pick up on day care first of all. I assume that you have not done any work on day care policy analysis since the former minister, Hon. Mr. Taylor, disbanded the advisory committee so brutally and ruthlessly. I wonder if you shredded all of those documents. That is just in passing.

**Hon. Mr. Norton:** I just want to assure you that—although I understand there is a question forthcoming, I haven't had a chance to answer; not from this committee—the only time I have used my paper shredder was to put a scrap of paper through it to see if it really worked.

**Mr. McClellan:** Good.

**Hon. Mr. Norton:** So, I have not shredded anything. Most of it is right on top of my desk.

**Mr. McClellan:** My concern about day care is with respect to the subsidization process. Maybe the minister has this under review as everything else seems to be under review—

**Hon. Mr. Norton:** It has been a very busy year of reviewing estimates.

**Mr. McClellan:** I don't know why it is necessary for anybody in this province to go to a welfare office in order to get day-care subsidization. I think that builds in a deterrent to the use of day care which is simply overwhelming. This is true in my own con-

stituency which is a new Canadian constituency, where there is an overwhelming refusal to go near a welfare office.

I mentioned this last night in the House. Even if people are deprived of all sources of income, they will not go to a welfare office. The last place that anybody is going to go to apply for day-care subsidization is at the welfare office. Nevertheless, every single applicant for a subsidy has to trot down to the George Street office or to their district welfare office and submit themselves to what remains the most humiliating and the most degrading needs test that is in use in this province. The form seven is simply reprehensible. Nobody should be forced to go through that ritual humiliation under any circumstances, let alone for purposes of applying for a day-care subsidy.

If you ask yourself why take-up rates at day-care centres in areas like mine are low, and why centres are having difficulty, the answer is very simple. It is because the people in my community will not apply for a day-care subsidy, because they will not go to a welfare office, and they cannot afford unsubsidized rates. Very few low-income families can afford the \$10.50 a day per child.

I want some assurance from this minister that in the package of reforms you are going to bring in a simple application for subsidy which can be administered at the day-care centre itself. I hope you will move to a simple combination of income and family size as a way of establishing eligibility. I would like to know where you are on this, or whether you intend to continue with the kind of ritual degradation that is necessary in order to get day-care subsidy in this province.

**Hon. Mr. Norton:** First of all, I agree with you that it should not be necessary, given the feelings that some people have with respect to what you refer to as the welfare office. That certainly is not the practice in all municipalities. In some municipalities they will have a worker go to the centre in order to interview the applicant. It is my understanding that Metropolitan Toronto, where you indicated it is the present practice, is reorganizing. Hopefully that will be one of the things that will not be necessary in the future.

With respect to the form, we do have plans to amend or vary it. That has not been done yet, but it is in progress. I am not sure whether you were referring to the needs test as degradation, or whether you were referring to the method by which the test was being done.



As for meeting the needs of those who are in greatest need, I don't know of any alternative to that at this point in time. We may not have a philosophy in our approach to such matters. I do not view the recognition of need in a priority sense, that is to say those in greatest need being served first, as an act that results in degradation.

**Mr. McClellan:** Let me state my analysis of what you are doing to day care. You are "welfarizing" day care. You are turning day care in this province into a service that is mainly available to extremely low income people. Because of the obstacles placed in the way of obtaining subsidy for average or middle income families, because of the barriers to subsidization for those groups increasingly the only people who are able to obtain such subsidies are the very poor.

This is reflected in statistics I have obtained from a number of day-care centres, including the Metro social service day-care facilities. They show there has been an enormous dropout of children from two working-parent families, particularly over the last year. These people are dropping out because, having been previously on subsidy, they are being screened out when their subsidy comes up for renewal. It is as simple as that. That is how day-care centres are being controlled. This is how the constraint program in day care is being implemented.

It was enormously interesting to me, having arrived at this conclusion after talking to numbers of people in the day-care field, that the Ontario Committee on the Status of Women came to the same conclusion. When we met about two weeks ago to go over day care and the day-care portion of their brief to you submitted in September, they had come to exactly the same conclusions.

I don't understand it. I don't understand how any government would want day care, which has always been seen in two ways, as an essential preventive service for families and children and as an absolutely essential component of a policy of equal participation by women in the work force, how any government can allow its day-care program to become, in effect, a curative welfare service available only to the children of, in the main, single-parent families who are having enormous difficulties. It will serve, in a short period of time, to stigmatize the day-care program itself in the same way that welfare is a stigmatized program. It will ensure that many people will stay away from day-care facilities because of that stigmatization.

Leaving aside the whole question of the adequacy of spaces, I am anxious for your response because I am convinced that's what's happening, and that it is happening because of your constraint program. You are putting the screws on day-care funding and municipalities are faced, as I have said before, with the impossible choice of expanding day-care service through switching the burden on to property tax or cutting back, and of course they're cutting back.

I am told that Metro social services is contemplating abandoning its infant day-care program entirely this year. This is the effect of your constraints. Ultimately, you are responsible for what is going on. You can shuffle the accountabilities around all you want, and pass the buck all you want, but the buck stops with you and your government and you're going to have to address yourself to the issue. You simply can't say, "The municipality is doing it. We don't have any choice over there." That's simply not true.

**Hon. Mr. Norton:** May I just respond very briefly to your concern about the numbers of withdrawals because of the level of fees?

**Ms. Gigantes:** Ten per cent, I was told by the Ottawa-Carleton regional day-care director.

**Hon. Mr. Norton:** Yes, that's approximately the figure. I have data here for the months of May, June and July which indicate that in Metropolitan Toronto centres there were withdrawals of 333 children. When one examines the reasons that were given, 32 of those withdrawals, which are approximately 10 per cent, gave as the reason that the fees were too high. The other 90 percent who withdrew did so for other reasons. During the same period of time there were 378 new admissions so that—

**Ms. Gigantes:** But the cutoff level is unreasonable for a family with two working people.

**Mr. McClellan:** You're denying that it's happening. Is that what you're saying?

**Hon. Mr. Norton:** I'm not denying that it is happening in some instances. I'm simply—

**Ms. Gigantes:** It will happen at an increasing rate now.

**Hon. Mr. Norton:** I only have the data for three months and it's decreasing progressively over those three months, but on a longer-term projection I don't know what it will be.

**Ms. Gigantes:** Obviously wages go up and more people hit the cutoff point.

**Hon. Mr. Norton:** All I'm saying is that your assumption may be correct. I have nothing to support it.

**Ms. Gigantes:** It's not just my assumption.

**Hon. Mr. Norton:** Of the three months that I have data for, there was a progressive decline in withdrawals for that reason.

**Ms. Gigantes:** If you've had the data for the last three months, you'd expect enrolment to be going up.

**Hon. Mr. Norton:** No, May, June and July is what I have. Pardon?

**Ms. Gigantes:** You would expect enrolment to be going up in that period.

**Hon. Mr. Norton:** Enrolment was, but all I'm citing when I talk about the decline is the numbers of withdrawals where the reason given was the level of fees.

[5:15]

**Mr. McClellan:** There are other ways of interpreting that. I'm in the awkward position of not having brought all the material. I thought I had it in the file and I don't. I would like to send it to you because there are other ways of interpreting that same data to get a figure higher than 10 per cent. Also the data I have are supplemented as well by some material from a number of private day-care centres which show a much higher percentage of withdrawal of two-parent families for the reason of being unable to afford the fees. I think it is significant.

Again we're in the crazy position of not having adequate data. I'm pleased—very sincerely, genuinely pleased—that you are moving to an automated and adequate data system in the ministry. In my very first speech as critic when I was first elected in 1975, I addressed myself to the lunacy of a ministry that was spending something like \$800 million a year then and didn't have the slightest idea what it was spending the money on. It may as well have been sending the money to an incinerator.

**Hon. Mr. Norton:** We're doing that in all areas relating to—

**Mr. McClellan:** I'm pleased that that's happening. Let me just pursue this with you after the estimates, this question of the increasing welfarization. I believe this is happening and that you need to adjust your subsidy program substantially in order to make day care accessible, not just to the very poor, but to average and middle-income families as well.

**Hon. Mr. Norton:** You are not disagreeing with our priorities, but rather the extent to which the subsidy is available. Is that correct?

**Mr. McClellan:** I'm afraid that I do disagree with your priorities. I disagree with the placing of constraints on day-care expansion. You just have a fundamental—

**Hon. Mr. Norton:** No, I mean in terms of the specific you're addressing, you are not disagreeing that our first priority ought to be to meet the needs of those who have the greatest need?

**Mr. McClellan:** I refuse to put the issue of day care into that narrow perspective. Of all the social services, to me day care is the most important—of all the social services—because it serves a dual function: (a) it serves as the preventive service par excellence for families and children; and (b), it is one of the main instruments to achieve the goal of full economic participation by women. So, in terms of overall government priority for me, day care is right at the top. I'm not willing to accept your constraints, as neither was, I believe, even Maxwell Henderson, for God's sake, willing to accept constraints on day-care expenditures, or day-care expansion, or day-care subsidization.

**Hon. Mr. Norton:** I'm glad that somebody is an ally of Maxwell Henderson on something.

**Mr. McClellan:** Only on that. The rest of it, as Elie said—

I'm not prepared to say you have to make choices between different categories of people in need. People are in need, period. All families with working mothers need the option. And it is a question of option; it's not a question of a universal program that is compulsory or anything like that at all, as you well know, and we're not talking about that. We're talking about an adequate range of options, and an adequate mix of day-care opportunities, and an adequate financial base so that these choices are real to people and not rhetorical fictions as they are for most of my constituents.

Most of my constituents cannot afford day care and will not go to the welfare office, and they make unstable arrangements. Day care in this province, if it had to be described in a word, should be characterized by instability. I know that from personal experience in the four or five years when my own family was struggling to find adequate day-care facilities in difficult cities across Ontario. It really is a nightmare. Even the statistics from the Metro centres, which show the comings and goings of children in and out of the program, speak to that instability.

**Hon. Mr. Norton:** I think you also have to recognize that in some cases—and I'm not sure in terms of percentages—one factor is



the mobility of families today. I'm not suggesting that's the major factor; there are a lot of factors in that.

**Mr. McClellan:** Yes, there are.

**Hon. Mr. Norton:** I would agree with your comment that the highest priority—and I realize you were referring to social services—is day care. But I would expand that to say that I think the highest priority should be good child care, of which day care is a part.

I would not agree that day care in itself is the universal answer. I think there are other ways that we, as a society, should be seeking to improve good parenthood and good child care. I certainly don't disagree that day care is an important part of that.

**Mr. McClellan:** My comment wasn't meant to be exclusionary in any sense at all. I was just telling you how strongly I feel about it.

**Hon. Mr. Norton:** I was just putting in the qualifier that I would not see it as the universal answer, but it is certainly an important part of the total spectrum of options.

**Mr. McClellan:** I would like to conclude on day care with the lachrymose observation that you will have the honour of going down as the minister who put a halt to day-care expansion in Ontario. Congratulations. Only 215 spaces this coming year is both ludicrous and pathetic.

Can I go on, Mr. Chairman, to a couple of other issues? One of them is the ministry's child abuse program. I am compelled to remind the committee of the origin of the child abuse program. Shortly before the 1975 general election, Chick Hendry wrote what is probably the most cynical memo that has ever come to anybody's attention, saying that because the ministry was under attack on a number of fronts because of the infamous Birch day-care proposals of June 1974, and because an election was coming up—he was as blunt as that; I'm almost quoting him verbatim—and leadership was expected, he suggested that the government move into the area of child abuse as a way of deflecting attention from some of the other problem areas in the social service field and giving the appearance of action and concern and leadership in advance of the 1975 election. Unfortunately for you all, Elie Martel got a copy of the memo.

I draw that to your attention simply to say that one of the things you have to deal with as the new minister in this ministry is residual cynicism about your intentions in the area of child abuse.

**Hon. Mr. Norton:** I'm very optimistic,

given a bit more time, that the cynicism to which you refer will dissipate.

**Mr. McClellan:** I very much hope so.

**Hon. Mr. Norton:** We have referred repeatedly to many of the things we are working on or we have are under consideration or whatever. I can assure you it is not a very pleasant situation to be in when you know you are working on something and, when an issue is raised, you say, "We're working on it." I know it must become rather repetitious. But, given another few months, I think you will be able to see concrete results of some of the efforts that have been under way since early this year. I hope that the cynicism will dissipate.

**Mr. McClellan:** I gather you are taking seriously the recommendations of the coroner's inquest into the death of Vicky Ellis and that you are acting on many of the recommendations which were put forward. But I do have concern about the child abuse recommendation in section four—

**Hon. Mr. Norton:** Are you referring now to the coroner's report?

**Mr. McClellan:** Of the coroner's inquest, right. It recommends that child abuse teams be formed in every city or county; that these teams be constituted as special child abuse units and be attached to routine protection services; that the membership in the teams should include social workers, physicians, police, public health nurses, teachers, lawyers and laymen; that the groups should be asked to consider and make recommendations to a court where an issue of returning a child to a questionable home is under debate in the court; and that these recommendations should form part of the court record of the child. Then they go on to make a whole series of recommendations around strengthening the child abuse registry.

I don't see, in the program referred to in the resource booklet—and I am on page 104 where you are dealing with the child abuse program—the expansion of resources to make possible the implementation of this program. I see some studying—much studying—of the issue, a couple of pilot projects, a relatively insignificant increase in the budget from \$235,000 actual 1976-77 to \$376,000 in the estimate—about \$100,000 of increased funds. But I just don't see that you have any commitment in terms of resources or in stated goals and objectives for the coming year to implement these recommendations.

**Hon. Mr. Norton:** Perhaps, as a preliminary response to that I'll now ask Dr. Sohn, who is the director of this program, to respond in greater detail. We presently have,



as I mentioned earlier, 16 treatment teams and have established 28 planning groups involving interdisciplinary composition in 28 communities across the province.

Dr. Sohn has been very instrumental in that and perhaps, Herb, you would like to respond in a little more detail.

**Dr. Sohn:** Our approach has been at the local scene to try to encourage community agencies to work together in the planning of what they will undertake. Our first major step in that direction was to encourage local groups to establish interprofessional, inter-agency workshops and seminars.

We have had well over 30 such seminars in that number of communities across the province to date; that is since March 1976. A large percentage of those have subsequently established planning bodies locally that include such a diverse make-up as family court judges, paediatricians, police, social workers—from hospitals and from Children's Aid Societies, as well as from other agencies—nurses and educators.

We note that there are now approximately, as a result of a lot of this local activity, some 16 treatment teams—again interdisciplinary. We have used another route to help local groups to assess what they need and to proceed to develop resources, to develop approaches to meet their needs; that is the demonstration project. In 1976-77, seven demonstration projects were funded in five communities across the province.

In this current year we are encouraging and attempting to fund another set of projects. We already have 15 such interdisciplinary training demonstration projects across the province. We have something like six submissions to us—proposals from communities which would like to test our methods of dealing with the rural communities' needs—and we are currently studying a number of proposals from communities that would like to test our prevention approaches.

[5:30]

In addition to that, we have developed resources for public education and professional training. We have arranged with the University of Toronto, through its faculty of medicine's division on instruction media, to develop for us a set of training films which should be ready in a few months. These will be used across the province for professional training. We are developing a set of brochures related to those films, and other brochures for general public use as well as professional use. Those are some of the things we are developing, with the prime thrust to the local scene.

It is my conviction, in speaking to community groups, that regardless of what this ministry or any other central group did, if we did not promote the kind of respect and co-operation that is necessary on the local scene, sharing information and sharing plans, that we would be well lost. It is for that reason we put a major thrust into that area of zeroing in on the local scene and helping agencies and professionals to come together to deal with their problems locally.

**Mr. McClellan:** I don't know; maybe I was a social worker for too long. I long ago lost any faith in inter-agency co-operation. Let me put it as baldly as that, because what bedevils the human services is the principle of limited responsibility. You can get all of these inter-agency people together to share and co-operate and exchange and discuss and plan until you are blue in the face. They have an endless capacity to absorb it. It fills the day.

**Dr. Sohn:** We have some concrete results.

**Mr. McClellan:** Until the accountabilities are established—and I think they have to be established in law—and the responsibilities set forth and agencies and professionals made legally accountable, the rest of it is useful but it is also preliminary. Unless the other is done it will be utterly futile.

**Hon. Mr. Norton:** I am not sure what you mean because I think either we have done or I have indicated we are doing those two things in terms of the legal—

**Mr. McClellan:** Be a little more specific about the establishment of responsibility and accountability with respect to child abuse.

**Hon. Mr. Norton:** In terms of the law, as I understand it, the agency that is responsible under the child welfare legislation at the present time is the Children's Aid Society. I have also indicated that our law reform package will make clear to the professionals in the various disciplines not only their responsibility, but that we are proposing a penalty to accompany the failure to discharge that responsibility.

I think what we are saying is that the interdisciplinary co-operation is a necessary ingredient if it is going to be successful. I am not sure how else you would recommend that it be approached, unless you are suggesting that an entirely new agency be established. Because really, what we are dealing with are people in various disciplines who are already in situations where they are dealing with children or seeing children and would have an opportunity to recognize incidents of child abuse. We can build upon that to, first of all, train them to be aware,

to help them recognize it and to train them in how to deal with it. The legal accountability is there, but I think what has perhaps been missing in the past—

**Mr. McClellan:** It is there? You mean it will be there.

**Hon. Mr. Norton:** The legal responsibility is already assigned—whether you agree with where it is assigned or not—under the child welfare legislation.

**Mr. McClellan:** It is totally unenforceable and unenforced.

**Hon. Mr. Norton:** But the question of the penalty for non-compliance is something which we are in the process of proposing now.

**Mr. McClellan:** And that will be in the spring package?

**Hon. Mr. Norton:** Yes. I see no reason why it would not be part of our recommendations, and it will be part of the package that will be provided to you and the public in the near future.

**Mr. McClellan:** May I ask if the case of Tanya Marie Lessard, the child in Stittsville, came to your attention? Is the minister familiar with that?

**Hon. Mr. Norton:** Not off the top of my head.

**Mr. McClellan:** I'd really like to know what happened in that case. It was a case of child abuse that had been reported to a Children's Aid Society. The child was born in March 1977. There was an incident on May 6, 1977. The child was hospitalized for four days. The grandmother laid a complaint of child abuse with the Children's Aid Society. Nothing was done and in August the child was dead of a skull fracture.

I don't know whether an inquest has been completed and whether you have a set of recommendations with respect to that. It illustrates the point I'm trying to make.

My colleague, the member for Carleton East, advises me that there were charges pending against the child's father and the child was returned to the home.

**Hon. Mr. Norton:** I'm not sure to what extent I should comment on this, but it's my understanding that charges have been laid. There may have been charges contemplated prior to that time of which I'm not aware, but I understand that charges have been laid subsequently.

**Mr. McClellan:** I'm concerned about what investigation you have made with respect to the CAS's handling of this incident. I use this by way of example because I'm concerned that it is all too typical; it is not unique.

**Hon. Mr. Norton:** We assigned a person from our ministry to go specifically to investigate that case. I have the report here. I'd be quite prepared to have you see it. The only reason I'm being hesitant is that if there are in fact charges laid, I'm not sure—

**Mr. McClellan:** I don't know either.

**Hon. Mr. Norton:**—whether it's appropriate for me to divulge, at this point in time, the contents of the results of our investigation. If you wish to see it, you certainly may.

**Mr. McClellan:** Let me ask you what measures you took with respect to that particular Children's Aid Society, aside from investigation.

**Hon. Mr. Norton:** I'm not sure that I can answer that. Our investigation indicated there were no grounds upon which to find that the agency itself had not executed its responsibility under the Child Welfare Act or to find that it could have realistically predicted or prevented the child's death.

**Mr. McClellan:** If I understand the situation correctly, the child was hospitalized as a result of an incident in the home, charges were pending against the father, the Children's Aid Society was aware of the situation and the child was returned to the home.

**Ms. Gigantes:** And the grandmother protested.

**Hon. Mr. Norton:** I'm little concerned. If in fact there is a murder charge in this case, I'm concerned about extensive discussion of it publicly at this point. If you would like to see a copy of the report that we have, you're welcome to see it.

**Mr. McClellan:** Let us do it that way then.

**Hon. Mr. Norton:** Okay. I hope you understand what I'm saying. It's just that should there be public discussion of this case while there may be current charges pending—

**Mr. McClellan:** I had assumed that the case had been disposed of, but I may be wrong.

**Hon. Mr. Norton:** Not that I'm aware of.

**Mr. McClellan:** Give me a second to shuffle my files again. We will be monitoring your progress in this area very carefully and we will expect to see as quickly as possible the establishment of adequate structures in local communities and the legislative framework that establishes a measure of accountability. I go back again to what I'm convinced is the devil in the human services field, and that is the lack of responsibility and accountability that pervades the whole system. You have to start systematically building that in so that failures can be redressed. As the thing



is now it's completely fluid. The Ellis inquest is a classic example of that.

Have you dealt with the recommendation in the Ellis inquest verdict concerning access to files and making sure that that kind of enormous tragedy won't happen again, resulting from pieces of vital information in a file in one agency being withheld from other agencies? That kind of gamesmanship has got to be controlled by legislation as well. Is that going to be part of the package?

**Hon. Mr. Norton:** Yes it is.

**Mr. McClellan:** It would serve to help us in dealing with this if we could have some indication from you, in writing, about the issues you intend to address in your legislative package. Then we'd be in a more adequate position to congratulate you where you are entitled to congratulation and to raise other concerns that aren't being addressed.

**Hon. Mr. Norton:** I hope to be able to make available to you the whole package of proposals very shortly.

**Mr. McClellan:** What does that mean? I don't know what "very shortly" means.

**Hon. Mr. Norton:** I'm not sure that I can pin a specific time on it either, because—

**Mrs. Campbell:** It means between now and eternity.

**Mr. McClellan:** Yes. Right. Light years away, as the Minister of Labour said in the House today.

**Hon. Mr. Norton:** I'm not even going to say in the fullness of time, because I think that it will be much sooner than that.

**Mr. McClellan:** That's what we suspect you mean.

**Hon. Mr. Norton:** No. I would say it would be a matter of a few weeks. The reason I say that is because although the package is now prepared and I have just received it I have not personally had a chance to review it in its entirety. Before it is drafted in its final form for public discussion I obviously have to consult with my colleagues on it. That, I should think, could be done within two to three weeks. If it's not available in three weeks and it takes four, please don't assume that I am defaulting.

**Mr. McClellan:** I'm not asking to see detailed legislative package but I would like a summary, if you will, of the issues that you intend to address.

**Hon. Mr. Norton:** You'll get the whole thing.

**Mr. McClellan:** In three, or four, or five,

or six weeks. If we have it before Christmas, that will be—

**Mr. Acting Chairman:** I'll just remind you that we should expect that bell to be ringing fairly soon. Even though there's approximately 20 minutes left, I think the bell will be ringing shortly. Are you aware of that?

**Mr. McClellan:** Yes I am, and I'm trying to finish up, but it's enormously difficult.

Now that you are the minister responsible for Thistle-town and bearing in mind some past history relating to the Norma Dean case, could I ask you your position on the question of charges being laid by Thistle-town staff against patients?

Just to put it in context, Norma Dean went into Thistle-town looking for therapy. She was then reclassified as a juvenile delinquent, ended up in the training school system and committed suicide. Frank Miller promised us that that would not happen again. Dennis Timbrell, when he became Minister of Health, said that he couldn't prevent it from happening again. What's your position on this?

[5:45]

**Hon. Mr. Norton:** We certainly discourage that kind of action on the part of staff. It's my understanding that at this point we do not have the authority to remove what, I suppose for want of a better expression, is the constitutional right of an individual to prefer charges in cases of assault, or whatever. However unpalatable it might be—it certainly is to me that that should happen in one of our facilities—there have been certain procedural changes to try to discourage that. Perhaps Judge Thomson would like to address himself to that.

**Judge Thomson:** The policy with respect to all children's programs, those directly run by government, is the following: That no charges should be laid by the program in any cases for treatment purposes—in other words, by the program itself as opposed to an individual person—without the consent of the minister. This is exactly the same policy as was the case after the Norma Dean case.

There is the fact that under the criminal law of the country an individual is entitled to lay a personal charge at any time and a person's right to do that cannot be taken away. However, we've made it clear that if such a matter should come to court—and, for example, in the correctional program's training schools there have been cases of individual staff persons laying charges—the training school or the treatment facility, as the temporary guardian of that child, should appear as that child's guardian at the court.



This is to make it clear that there is a real distinction between the individual laying the charge and the program, and that the program is prepared to make such representations as are necessary in order to preserve the treatment program for the child.

So there would be no right to prevent the individual from laying the charge, but there would be a clear obligation on our part to be present at the court and to be speaking to disposition if that charge should ever reach the disposition stage. This is to ensure that in an individual case nothing was done which would impair the treatment plan for the child.

**Mr. Cooke:** Does that include Children's Aid Society and group homes, treatment homes?

**Hon. Mr. Norton:** They are not directly operated by us.

**Judge Thomson:** They're not directly operated by us, but the Children's Aid Society has in my view a legal obligation, as the guardian of any of their wards, to be present and speak as that guardian if a matter should come to court. I think they're in the same boat in that they can't prevent an individual within a Children's Aid Society from laying a charge.

**Mr. Cooke:** I don't want to take too much time—but I know of a case that's occurring right now in Essex county; they're doing it in the name of treatment. They're taking a kid who is 16 years old and that means that the kid is going to have a record—for one thing—and they're doing it in the name of treatment. It was a treatment decision.

**Hon. Mr. Norton:** We will inquire into that generally with the societies and see if we can, as a matter of policy, influence that kind of—

**Mr. Cooke:** That was one of the bases for a demand for a judicial inquiry into the Peel Children's Aid Society. It ought to be part of your legislative package, it seems to me. If that is continuing to occur, it ought to be explicitly in the Child Welfare Act that it is

not possible for a Children's Aid Society to lay a charge as part of a presumed treatment program. That's absurd.

**Hon. Mr. Norton:** I agree.

**Mr. Acting Chairman:** I would remind the committee that there is going to be a five-minute bell almost any time.

**Mr. Cooke:** Since we can't get into a discussion of local children's services committees in any meaningful sense, may I request from the minister a draft of the proposals that are currently before the task force? I understood from the document you gave us yesterday that you have a task force that has been presented with something that has a bit of flesh on it. All we have so far is a totally ephemeral set of principles and guidelines. But nobody knows what a local children's services committee is going to be and we need to know as quickly as possible.

I think it would be useful if we could get whatever draft you have so that there can be a full discussion of what it is you are planning to do, and that this vacuum be terminated.

**Mr. Acting Chairman:** May I suggest that the minister convey that answer to Mr. McClellan in the future? I need the committee's advice here. We have approximately 12 or 13 minutes left in this ministry. Shall we finish it here or are you going to come back on Monday for 12 minutes?

**Mr. McClellan:** Come back on Monday.

**Mrs. Campbell:** I would think so. I have still to get some answers.

**Hon. Mr. Norton:** Is there any possibility we can do it after this vote, by consent, so you may proceed with the Health estimates on Monday?

**Mrs. Campbell:** No.

**Hon. Mr. Norton:** I realize I am in the hands of the committee entirely on this.

**Mr. Acting Chairman:** The decision has been made to come back, on Monday, and there are two votes.

The committee adjourned at 5:52 p.m.

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Cooke, D. (Windsor-Riverside NDP)  
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Norton, Hon. K.; Minister of Community and Social Services (Kingston and the Islands PC)  
Rowe, R. D.; Acting Chairman (Northumberland PC)  
Sweeney, J.; Acting Chairman (Kitchener-Wilmot L)

**Ministry of Community and Social Services officials taking part:**

Etchen, Mrs. E., Director, Day Nurseries Branch  
Macdonald, J. K., Director, Child Welfare Branch  
Ozerkevich, M., Adviser on Standards and Systems, Children's Services  
Sohn, Dr. H., Co-ordinator, Child Abuse Program  
Thomson, Judge G., Associate Deputy Minister, Children's Services



No. S-24

# Legislature of Ontario Debates

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### **Social Development Committee**

Estimates, Ministry of Community and Social Services  
and Ministry of Health



**First Session, 31st Parliament**

Monday, November 14, 1977

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, Q.C.



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# LEGISLATURE OF ONTARIO

MONDAY, NOVEMBER 14, 1977

The committee met at 3.20 p.m.

## MINISTRY OF COMMUNITY AND SOCIAL SERVICES

(concluded)

On vote 2802, social resources program:

**Mrs. Campbell:** Mr. Chairman, the last date that I spoke I asked a series of questions of the minister about concerns in the Niagara area. I have not received any answers. Secondly, I have the transcript wherein His Honour Judge Thomson stated he can obtain the budgets for children's mental health centres for each of the previous years, and I don't have those either. I wonder if they could be addressed and if we could get the answers.

**Hon. Mr. Norton:** Mr. Chairman, were the questions that Mrs. Campbell is referring to with respect to the Niagara Children's Aid Societies?

**Mrs. Campbell:** That's correct. The FACS is what we were asking about and it was a series of questions which the minister took down as I gave them to him.

**Judge Thomson:** I think there were six questions in total.

**Mrs. Campbell:** That is correct.

**Judge Thomson:** The first question was, as I understand it, under what ministry would Children's Aid Societies be placed, and I think the answer to that is that at present there is no plan to change the present reporting relationship of Children's Aid Societies. They at present are regulated in a sense through the Ministry of Community and Social Services although they exist as private independent bodies.

When the announcement was made about the reorganization of children's services and the fact of children's committees or children's service bodies, part of that policy announcement was one which indicated that it was not the intention to set up a separate service agency but rather to make use of those in the community. Both public and private now provide service. I am not sure I understand the second question.

**Hon. Mr. Norton:** Maybe my writing could do this and I apologize for that.

**Judge Thomson:** It was, who will the new director be in Niagara.

**Mrs. Campbell:** The regional director I think.

**Judge Thomson:** If they mean, once, when and if the children's services themselves are regionalized, will there then be a regional person in each region, the answer to that is there has not yet been a decision to regionalize on that basis. There's an option to regionalize either around services or geographically. If, in fact, the decision is made to regionalize geographically, and that's at present being considered, then it would be a question of finding a person to represent children's services on a regional basis, but no person has been identified at this point.

The third question relates to the role of the board of directors of FACS and the role of boards of directors of Children's Aid Societies generally. When we have discussed this, it has been my view and I think the view of the division as a whole, the intention is not at this point to replace boards of directors. The intention is to create children's services bodies which may be making major decisions in areas relating to the various services, and that may include decision-making regarding the allocation of funds among services.

There doesn't seem to me to be any reason to suggest that that would bring to an end the need to have some kind of a governing body within each agency. So while the role could potentially change, the need for some kind of governing board of directors of all services within the division or receiving funds from the division, I think would be a continuing one.

The fourth one was one we couldn't understand, which said: "What qualifications of provincial group homes?" I am just not quite sure what the nature of the question is, and I think the minister indicated some difficulty with the wording of the question at that point.

**Mrs. Campbell:** I did, too, Mr. Chairman, but I was reading it verbatim.

**Judge Thomson:** I think it may be that in that question they are attempting to identify if standards will be developed which will relate to group homes as well as all of children's services, and the answer to that is, yes, the

standards and information branch of the division is presently putting together a paper for release in the spring which would outline in total the plans of the division regarding standards development, both short-term and long-term. At that point it would be possible to identify at least what the goals are with respect to standards development in that area.

"How will the financing be distributed to group homes?" That is the question that has not been totally resolved at this point. There are three or four areas that need to be resolved. The primary one is one of developing the standards relating to units of service, so that one can properly determine what units of service are available within each program, and therefore be able to allocate or determine what is a reasonable sum to allocate to any program.

A second and related point is the question of how, once the total amount to be provided has been determined, one divides up that total funding between the municipal, the provincial and the private sector, and that has not as yet been determined.

The last question, I am not certain about and I need some help. It says, "Will all be independent?"

**Hon. Mr. Norton:** Is that in reference to group homes, do you recall, Mrs. Campbell?

**Mrs. Campbell:** I read each question just as it was submitted to me. There was no explanatory note to it, so I assumed it referred to group homes, but I can't be positive about it.

**Judge Thomson:** Perhaps if we could, would it be possible for us to try to clarify with you or those submitting it exactly what is being asked?

**Mr. Kerrio:** I think we would have to get the information from those people making the inquiry. I didn't get into the specifics myself. I would be pleased to have the questions qualified or clarified and pass them on, even after the estimates.

**Judge Thomson:** Once the question is clarified, we would be glad to prepare a response for you.

**Mr. Kerrio:** I would be satisfied with that.

**Hon. Mr. Norton:** The second matter that you raised, Mrs. Campbell, related to the budgets for the children's mental health centres.

**Mrs. Campbell:** Licensed children's mental health centres.

**Hon. Mr. Norton:** Yes. I have copies of that now. If you would like I will circulate them to members.

**Mrs. Campbell:** Mr. Chairman, I think you

are aware of the fact that Mr. Van Horne will be taking my place for the balance of these estimates. I would like to say for the record that I am delighted that I have no vote at this point, because in view of the coverups, in view of the way in which this ministry's estimates have been brought to us. I would not personally choose to vote on the votes before us.

**Mr. Sweeney:** I understand that we are going to vote on the estimates from the other three ministries as well, with respect to them being transferred to this ministry. Is that right?

**Mr. Chairman:** That's right.

**Mr. Sweeney:** Are we to understand that those figures are now complete, or do we still not know that? Could I have a point of clarification before that vote comes in, because that is a matter of difficulty for us. What is the status? That's what I'm asking, Mr. Minister.

[3:30]

**Hon. Mr. Norton:** The figures are complete with the exception of one, which may well be complete. There is one area which we are reviewing further with the other ministry.

**Mr. Sweeney:** If it helps clarify it, the one that we are most concerned about will be the transfer of funds from the Ministry of Health and that's going to be brought up by my colleague under the estimates of that ministry. We want to know where you people are at, too, so we can put the two parts of the answer together and hopefully get a hold of it.

**Mr. Barnes:** In terms of the programs that have been transferred, which are the programs relating to the licensed children's mental health centres, yes, the full sums have been transferred and as far as we are concerned that is complete.

There are other programs which we are currently reviewing but which have not been attempted to be transferred and whose figures are still in Health and have nothing to do with ComSoc at this stage. These are areas which we are looking at, such as the children's and adolescent units in the psychiatric hospitals. Those have not been transferred yet. There's no suggestion that they are being transferred at this point in time. So those figures are still in Health.

**Mr. Sweeney:** We're to assume then that at the present time they are part of the Health budget?

**Mr. Barnes:** Exactly.

**Mr. Sweeney:** At some point between now and the end of the fiscal year they may be transferred, but you don't know for sure?



**Mr. Barnes:** We don't know for sure, and we don't know exactly what figures at this moment in time, as we are in the process of identifying the most appropriate method of transfer.

**Hon. Mr. Norton:** That was explained the other day, in that the difficulty there is because they are part of an overall administration of a psychiatric hospital—

**Mr. Sweeney:** Yes.

**Hon. Mr. Norton:** —the identification of necessary support services and the specific amounts allocated to the children's and juvenile units has been very difficult to identify.

**Mr. Sweeney:** Mr. Minister, can you appreciate that our concern is less with where the dollars are at as compared to the service that's being provided?

**Hon. Mr. Norton:** Right. That service remains within the Ministry of Health at the present time.

**Mr. Sweeney:** Do you have any authority or responsibility for it even though it's in there, since it's very likely to be transferred? In other words, what kind of a stick do you people wield as to what can be done and what can't be done?

**Judge Thomson:** We have some authority and input in a sense as decisions are being made which might affect the program as we would inherit it once contracts—which is the probable method of proceeding—are completed, are negotiated.

When those matters arise, for example, the transfer of a program in the Kingston area to a private board operation, we've been involved in helping to determine the terms under which that takes place. So we have ongoing input and have been working with the ministry, but, in fact, the decision-making on individual programs, for those not transferred, remains within Health.

**Mr. Sweeney:** So it's legitimate, then, for us to question that minister about those kinds of things?

**Judge Thomson:** Yes. They're not part of the children's services division at this point. The regional children's centres, which are not part of psychiatric hospitals—in other words, those which are distinct units; the main one being Thistle town—they have transferred and the dollars have been identified. They are also over, as are children's mental health centres, but the remaining children's units in psychiatric hospitals are still fully part of the Health program and the money for that is within the Health estimates.

**Mr. Sweeney:** Okay. It's confusing.

**Mr. Chairman:** That concludes the supplementary estimates. We now have to approve the transfers from other ministries.

Vote 1306, item 4, from the Ministry of the Attorney General, agreed to.

Vote 1501, items 1 to 8, inclusive, from the Ministry of Correctional Services, agreed to.

Vote 1502, item 1, from the Ministry of Correctional Services, agreed to.

Vote 1503, items 1 and 2, from the Ministry of Correctional Services, agreed to.

Vote 3101, items 1 to 4, inclusive, and items 8 and 10, from the Ministry of Health, agreed to.

Vote 3102, items 2, 3 and 6, from the Ministry of Health, agreed to.

Vote 3103, item 2, from the Ministry of Health, agreed to.

**Mr. Sweeney:** Mr. Chairman, there's just one question I want clarified. I understood there was a return to vote 2802 but it had been carried previously. Is that right?

**Mr. Chairman:** That is correct.

**Mr. Sweeney:** So there is no question of carrying it again?

**Mr. Chairman:** No, no. I just want to say before we adjourn that because of perhaps a misunderstanding in the allocation of funds being transferred, some members naturally are displeased, because they are here in the performance of their duties to get answers and place questions. It was no attack, on any personal basis, on any of the civil servants involved in this department. I was sorry to hear that.

I wasn't here, but it wasn't, I'm sure, intended on that basis at all, because I have known your deputy minister for a great number of years and if there is one department that goes all out to try to look after the needs of the people, certainly it is your ministry. I'm sure that no matter what differences of opinion we may have there has been no personal attack on anybody for lack of responsibility. It was perhaps an oversight, but generally speaking the department will have to absorb that and not any one individual, Mr. Minister.

**Hon. Mr. Norton:** Thank you very much.

**Mr. Chairman:** I want to make that clear.

This completes the estimates of the Ministry of Community and Social Services.

#### ESTIMATES, MINISTRY OF HEALTH

**Mr. Chairman:** We will call the meeting to order for the Ministry of Health esti-

mates. Mr. Minister, as usual, we shall ask you to make a statement.

**Hon. Mr. Timbrell:** Thank you very much, Mr. Chairman. I must say, at the outset, that since ours is a fairly large ministry with a large number of programs, I will ask for the co-operation of the committee in keeping to votes and items so that I can keep the number of staff here to a minimum; otherwise, if I have to have people here to anticipate questions in all the areas of the ministry's budget, we would fill this committee room and that I don't want to do.

Mr. Chairman, it is my pleasure to present the Ministry of Health estimates for 1977-1978 to the committee today.

It has been several years since the Ministry of Health estimates have been reviewed in committee and, of course, it is the first year in which I have been responsible for them. For this reason and because several new members of the House are committee members, I wish to initiate this debate with a brief outline of the operational philosophy of my ministry.

Also, Mr. Chairman, at various points in my discourse I shall use some slides to illustrate what I am talking about.

We live, as we are abundantly aware, in changing times, and few areas of public service have been affected more in these circumstances than our health care system. In only a few years, we have seen dramatic changes in philosophies of the responsibilities and duties of government to its citizens. In the health care area these changes have defined and developed an increased, and still increasing, expectation of a very highly sophisticated health service.

It is not unrealistic to state today that health care is now considered to be a fundamental right of all citizens, and that right is predicated on medical necessity regardless of personal financial circumstances. While this may be an obvious truth today, it was not always so. Indeed, it has become truth only in the course of one generation.

I must acknowledge that it is my conviction that the Ontario health care system will stand favourable comparison with any in the world. Our task now, in this continually changing world we live in, and certainly our immediate responsibility in my ministry in 1977, is to provide and maintain high health care standards while we contain costs within realistic and affordable parameters.

This means to me that, while in the past we turned our attention primarily outward to the building of the health care system

in Ontario, we have now turned at least some of our attention inward to the operating and refining of the system itself.

We are taking initiatives in the areas of operating efficiencies, cost control and manpower control. We are reviewing our procedures regarding institutions, mental health, localized planning and under-serviced areas. We are continuing our deep commitment to increased community involvement and decision-making through the establishment of district health councils. And we are dealing with the problems of over-utilization of the system.

I will have more to say on these subjects later, but now I would like to give you some of the facts, figures and plans of my ministry for 1977-78. As a preface to the debate on these estimates of 1977-78, I believe it is worthwhile to briefly recapitulate some of the changes that have affected the health care system in Ontario.

Regarding health care expenditures—the new federal-provincial agreement, which came into effect on April 1, 1977, of combined tax points and cash to Ontario, reflects ideas which our government has put forward over the past decade.

Rigid adherence to federally-dictated programs, or program content, is no longer demanded to ensure the federal funding. This will allow the demonstrated effectiveness of individual health programs to have a greater bearing on continued funding rather than forcing an emphasis on institutional care, as has been the case in the past. If we can see some way of spending less on some kinds of services, we can do so—without being penalized in the contributions we get from Ottawa. In other words, we have more flexibility now than we had before.

As I noted earlier, Ontario health services have reacted to the changing lifestyles and the resulting changing needs of people like these in communities throughout the province. The government's role in the health care system, as we know it today, has developed in less than 20 years. Prior to 1959 the functions of the then Department of Health were primarily concerned with institutions—the operation of Ontario psychiatric hospitals, sanatoria, and facilities for the mentally retarded. In addition, they covered the co-ordination and rewriting of certain health-oriented Acts, and the provision of public health services through local boards of health.

On January 1, 1959, however, the Ontario Hospital Services Commission came into being and the emphasis of health care in Ontario changed to improve accessibility and



help to those who need it. Hospital insurance became available to all the people of Ontario.

In 1961, home care service became a facet of the health system. Later, I will have more to say on recent initiatives in this area.

In 1962, emergency outpatient coverage was expanded under the health plan; and in 1964 this was expanded to include rehabilitation services such as radiotherapy, physiotherapy, occupational therapy, speech therapy and others.

In 1966, Ontario residents were able to insure all physicians' services under the Ontario Medical Services Insurance Plan; and three years later the Ontario Health Services Insurance Plan was established to provide universal medicare.

[3:45]

In 1972 the medical and hospital insurance plans were fully integrated into a single plan—OHIP, the Ontario health insurance plan. Health insurance premium rates have followed the upward trend. For 1977-78, premiums are expected to total \$815 million, or approximately 21 per cent of the \$3.8 billion estimates. Benefits, of course, have increased substantially and are constantly under review.

There have been other significant developments in the health care system. During the 1959 to 1977 period, the philosophy of mental health treatment underwent considerable change. These changes were mostly in social attitudes toward the mentally ill. Major advances in chemotherapy during the 1950s also played a critical role in making mental illness more manageable. Emphasis was increasingly put on community-oriented rehabilitation. Local programs and clinics took over many of the services of the large, monolithic institutions of previous years.

The implications for the health care system were immense. Huge buildings became anachronisms and many more skilled therapists were required. As an example of this trend, the homes for special care program was introduced in 1964. I will deal with this program in more detail later.

This was a period of rapid economic and population growth in Ontario, and the health system struggled to cope with its changing and burgeoning role. Public health services became much more numerous and complex. Some of the initiatives taken in this 18-year period included programs in vaccination and immunization, waste management, private sewage disposal, dental services, school health services, air pollution control, pesticide control, family planning, alcohol education,

encephalitis control, exotic diseases control, and many more. Some of these activities have now been transferred to form the nucleus of programs in other ministries.

To put this program in perspective, I would like to give some statistics on the dimensions of health care in Ontario. In 1970-71, Ministry of Health expenditures amounted to \$214 for every man, woman and child in the province; in 1973-74, the figure rose to \$375, and in 1977-78 it is expected to be close to \$450.

Infant mortality rates appear to indicate a progressive improvement in the health status of Ontario residents. Infant mortality, for example, has dropped from 15.3 per 1,000 in 1971 to 12.8 today. At the other end of the scale, life expectancy at birth has generally increased since 1931, from 60 to almost 70 for men, and from 62 to 77 for women; so we may expect increasing demands on the health care system.

In October of this year, Ontario doctors treated approximately 2.7 million patients, which represents about one-third of the entire population of the province seeing a doctor once a month. It also represents an average annual increase over four years of seven per cent, a rate of increase which would result in a doubling of total claims every decade. This utilization of the health system is one of the most important concerns which my ministry is addressing.

In recent years, hospital bed occupancy has decreased below the generally accepted standard of 85 per cent. As you can see, the average length of stay in an active treatment bed was just over 10 days in the 1960s, while in 1976 it had fallen to 8.1 days. This trend may offer the opportunity to provide further efficiencies in the system.

In the often-publicized area of the number of physicians available to serve Ontario residents, the ratio has changed from one physician for every 602 people in 1973 to one for every 567 in 1977. The average annual attrition rate for physicians, from all causes is only three per cent. Despite immigration controls instituted two years ago, it is expected that by 1985 there will be a doctor/patient ratio of one to 540.

I believe it is appropriate now to give you a brief explanation of the organization and the operational highlights of my ministry. To simplify things enormously, the Ministry of Health operates in these organizational segments: the main office, administration and health insurance, institutional health services, and community health services. The last three are charged with the



responsibility of the three basic programs of the Ontario health services.

The ministry underwent a number of organization and program changes prior to its organization in its present form. Today, it combines what I would term a humanistic concern for one of the fundamental social services of government, with the responsibility for management of what is one of the most significant industries in Ontario.

Our emphasis has shifted within the last five years from a process of funding growth to one of increased planning and control of a total \$3.8 billion health budget.

Main office is responsible for policy and overall administration of the ministry. In addition it liaises with such bodies as the Ontario Council of Health, the Alcoholism and Drug Addiction Research Foundation, the Ontario Mental Health Foundation and the Ontario Cancer Institute, to name just a few.

As one example of this liaison, our staff works with the Ontario Council of Health which was established in 1966 as the senior advisory body on health matters to the minister and to the government. The council's role is both informative and influential, its work thoughtful and useful. For example, it advises on a co-ordination of health services, techniques of long-term planning, health resources development and maintenance and health manpower requirements. It has produced for us a number of most valuable reports.

Also included under main office responsibility is the management development program, the affirmative action program and the legal branch.

Finally, in the main office grouping we have the strategic planning and research function, which deals with clinical, applied, operational and other health research. Over the past year this branch has played an important role in initiating and sponsoring innovative extramural health care research and development projects. It has played a leadership role in long-range health planning activities of the ministry and it has contributed to a major study of the health research requirements of the province over the next decade. It has continued to support the project and task force needs of the ministry and the Ontario Council of Health.

Now a few words about the money we have lately been providing for health research from the proceeds of the Provincial lottery. Out of the first \$25 million available from the Provincial lottery, my ministry is responsible for \$15 million. We are

allocating our portion according to four principles: 1. Money is to be used for research and development and not for service programs; 2. Funds are to be spent in such ways that we are assured of demonstrable results within three years; 3. All applications must be subjected to established review procedures and the bodies concerned have strong representation from organizations outside of the government; 4. The funds are to be used as far as possible to strengthen existing research and development programs; this is particularly applicable because the funds have been allocated to us on a one-time basis.

Let me give you some examples of the application of these funds. A total of \$3.7 million has been awarded in block grants to provincial foundations, cancer, mental health, addiction, the heart foundation and the ministry's health research and development grants program. Another \$1.8 million in block grant funds is open for competition among eligible research agencies. A total of \$5 million is being directed into major capital facilities, of which \$3.5 million has been awarded to the new Ottawa Health Sciences Centre General Hospital.

Another \$1 million is earmarked for research equipment for the five health sciences complexes; \$.5 million is open to all universities for equipment acquisition; \$1.75 million will support two senior research posts at each of the five health science centres; \$.5 million has been allocated to the health sciences complexes for research and development; and finally \$750,000 is allocated for research and development projects by Ontario's district health councils.

I would like to give you a financial perspective of the three program areas of my ministry. As you can see, administration and Health insurance, together with the main office, accounts for \$1.1 billion of the total health care estimate and 23.3 per cent of total staff. Institutional health services requires \$2.6 billion and employs 73.9 per cent of our total staff. Community health services, where many of our current initiatives are, is estimated at \$119 million with 2.8 per cent of total staff. I will deal with each of these programs in detail in a moment, but I believe it is significant to point out here that my ministry has been accomplishing its tasks over the past four-year period with a reduction of almost 800 in staff.

I would like to turn now to a short review of the three major programs of my ministry. First, administration and health insurance. Briefly, this program provides many of the necessary administrative support functions to

the ministry such as personnel, communications, financial and supply services. Also included are the administration and transfer payment costs of OHIP and of the Ontario drug benefit plan.

I think it is appropriate here to recapitulate for you what OHIP is today. It provides a wide scope of benefits for medical and hospital services, as well as additional benefits for the services of certain other health practitioners. All residents, regardless of age, health, or financial circumstances are entitled to participate. OHIP is organized under a general manager into three branches—enrolment, insurance claims and professional services monitoring.

Some of the highlights of the past fiscal year will show you where OHIP stands today. A total of 8.3 million residents are insured under the OHIP plan—6.8 million under the family plan, and 1.5 million single certificate holders. Of these, approximately 2.7 million people are treated each month, about one-third of all residents. A total of 53 million claims were processed last year, an increase of 60 per cent over five years ago, which represents 250,000 every working day, an average of over six claims per person per year. Over \$900 million will be paid on medical and other claims this year, while administrative costs are running at a modest five per cent.

I believe we can be proud of this accomplishment when we recognize that claims processed have been increasing at an average rate of seven per cent per year, while administrative improvements have allowed our OHIP claims staff to be reduced at the same rate.

A few words about costs may be appropriate at this point. Today OHIP insures almost all of Ontario residents for hospital and medical services. The ministry also funds, wholly or partially, most other components of the health system. Growth and service have been dramatic. So has cost. Ontario's expenditures on insured health services have more than doubled in the past five years.

Through our administration, particularly our insurance claims branch, our auditing branch and our professional services monitoring branch, we are well positioned to monitor and to detect cost irregularities which may arise with respect to these claims. In addition, the College of Physicians and Surgeons has a well-established medical review committee. It has the right to inspect the practice of a physician or practitioner referred by OHIP if it appears that individual claims, or more commonly patterns of practice, are out of line with the practice of peers.

There are also review committees for each of the other disciplines: optometry, dentistry, chiropractic and chiropody. These committees make recommendations to the general manager of the health insurance plan concerning each referral, including recovery of funds where it's appropriate.

The great majority of health care professionals is doing an efficient, honest, conscientious job. If this were not so, we would not have the first-rate system we have in Ontario today and the confidence of its users.

One other important recent initiative is our drug benefit program, which comes under the drugs and therapeutics branch. This program has three essential components—drug testing, drug benefit and Parcost. The drugs and therapeutics committee, through its testing program, has established standards of practice for all levels of the pharmaceutical industry, from the manufacturer to the community pharmacy. Drug benefit provides essential drugs to about 1.2 million Ontario citizens, including 800,000 residents 65 years of age and over, plus 400,000 persons receiving assistance under the Family Benefits Act and the General Welfare Assistance Act.

#### [4:00]

The third component of the program is Parcost. Key to this component is the drug formulary, updated semi-annually and distributed to physicians, pharmacists and dentists, as well as to hospitals throughout Ontario. The drug formulary lists 1,700 products which are provided free of charge when prescribed for eligible recipients. In addition, the formulary is used in other provinces. Saskatchewan and New Brunswick adapt the formulary in terms of their individual drug benefit programs. British Columbia regularly purchases a number of copies for distribution to physicians and pharmacists as a basic information source.

Here are a few highlights of the overall drug benefit program: A total of 1.1 million prescriptions are processed each month, which represents 11 prescriptions per year for each eligible person. Since substitution of the lowest-priced drug is mandatory, the program has kept the average price for a prescription to \$5.15 compared to \$5.50 for prescriptions purchased by cash paying customers. The program also provides assurance of high quality standards for interchangeable drugs, which enables both physicians and hospitals to select less costly products with confidence. The end result of this program is that citizens of Ontario benefit from lower prescription prices for products of the highest quality.



This brief review capsulizes some but by no means all of the activities and the initiatives of the administration of the health insurance program.

Next I would like to deal with the institutional health services program of my ministry which is organized into three basic divisions. In addition, licensing and inspection services are provided through the inspection branch. These include the services of nursing home, x-ray, and laboratory and specimen collection centre inspection.

As a component of the laboratory inspection services, in 1974 on behalf of the ministry, the Ontario Medical Association started the laboratory proficiency testing program to ensure the quality of laboratory services. The laboratory systems division is the information resource to the ministry and the health agencies in the community. It provides data resources to the ministry at all levels of the health care sector. The division is also responsible for the computer systems required for administration and operations. Included in the direct services division are laboratory, ambulance, and psychiatric hospital services.

As I mentioned earlier, we are now shifting the emphasis in psychiatric care away from the institutional setting to the community level. This initiative has resulted over the last 10 years in the reduction of the number of patients in psychiatric hospitals from about 10,000 to 4,300.

An example of this shift in emphasis is the homes for special care program. The program itself was first introduced in 1964. Its goal was to relieve the overcrowding in Ontario psychiatric hospitals, and in mental retardation facilities, by placing these patients as residents in nursing homes and residential homes when they no longer require active psychiatric treatment and institutional care.

The program uses the services of field workers and social service workers, who take on the responsibility of selecting and placing of residents, as well as assuring that ongoing care is appropriate for each resident.

In addition to our regular ambulance services, we have an air ambulance capability. As a part of this service we are conducting a pilot project on a new helicopter ambulance. We will be evaluating this service from the standpoint of its benefit to people and its cost. A special study will be done during the coming 12 months, and the future of the helicopter ambulance will depend largely on an evaluation of that study.

The third area of the institutional health services program is the institutional division. This division assumes responsibility for the funding of all public hospitals, private hos-

pitals, crippled children's treatment centres, rehabilitation hospitals, cancer clinics, and Red Cross hospitals.

As part of its function, the division equitably assigns and manages allocations available to these institutions, both for their operating and capital expenses. It assists them to live within the amounts committed by the ministry. It oversees the development of new programs and facilities, handles capital construction grants and loans, and provides advice on the construction and operation of the facilities.

In line with other regional approaches, we've reorganized to develop management teams of ministry staff for the five regions of the province as well as the teaching hospitals.

The current maintenance rates for these residents range from \$23 per day in nursing homes to \$9.85 per day in residential homes. This provides a substantial saving over care in larger institutions. But perhaps even more important, the program makes possible a more appropriate setting for the residents.

In addition to daily maintenance rates, the ministry also ensures that residents in nursing and residential homes are provided with medical, dental, ophthalmic services and clothing. The number of residents in the homes for special care program was 7,481 as of October 1977.

Ambulance services is another important initiative of the institutional health services program and is highly valued by all communities. We maintain direct operational control of 10 ambulance services throughout Ontario and oversee 186 others. We also provide a consulting role to various client groups which include hospital, volunteer, and municipally-operated services.

The Ministry of Health, in collaboration with the Ministry of Colleges and Universities, has developed training programs in ambulance and emergency care. These programs are at present being offered full time in eight community colleges, and part time in 18. The ministry is also encouraging the development of district ambulance services using a central communications centre and satellite ambulance stations. This ensures better utilization of ambulance resources to obtain maximum emergency response capability.

To give you some perspective on the ambulance services program, almost 541,000 calls were serviced in 1976. Naturally response time rates vary according to distances covered. In a typical mix of urban and rural communities such as southwestern Ontario, over 96,000 calls were handled, with an average response time of 10.4 minutes.



The team concept has been well accepted by the hospitals partly because the hospital administrator, financial officer, dietitian, or director of nursing is able to relate to someone on the same organizational level.

The team concept also eliminates the problem of one-person assignment to a hospital or agency. Formerly, if this one person left the ministry, the agency felt cut off. Now it deals with a team which is up to date on current problems.

The teams respond to inquiries from institutions quickly and appropriately. They assist the division to implement objectives, provide consulting services to the institutions, and discuss with the involved hospital areas in which it appears to be out of line. They even review hospital bylaws, and after any necessary discussions with the hospital, present the bylaws for approval.

The teams also assess proposals for new programs and operating cost implications of proposed construction or renovation projects. They seek to thoroughly understand the institutions in their areas, so that they can assist in the management and control of the institutional health care system in the province.

A quick review of recent accomplishments in hospital facilities is appropriate here, because, even with our restraint program, we have been able to provide new services in a number of areas.

Some examples include: a scanner at London Victoria Hospital; development of the trauma centre at Sunnybrook Hospital; expansion of a neo-natal unit at the Hospital for Sick Children; development of a pace-maker implant unit at the Mount Sinai Hospital; opening of a cardiac care unit at Ottawa Civic Hospital; expansion of the Princess Margaret Hospital in Toronto from 170 beds to 216 beds; expansion of chronic care facilities at Hamilton, Brantford, Cambridge and Windsor; expansion of in-patient and out-patient psychiatric programs at Goderich, Stratford, Woodstock, Timmins, Toronto and Ottawa; opening of the Queensway-Carleton Hospital in Ottawa; replacement of existing hospitals by new, modern facilities in Midland, Atikokan, Kirkland Lake and Chapleau.

During the past few years, there have been a number of attempts to restrain the number of dollars spent in the institutional sector of the health care system. We seek a reasonably balanced system of health care in the province, and we intend to focus on those institutions where efficiencies can be realized, and where there is still room for saving dollars.

In doing this, we are using many methods including making more efficient use of our

resources; closing excess hospital beds; amalgamating services; changing staffing patterns; introducing other cost-saving measures, such as increased emphasis on day surgery. Our aim in these procedures is efficient performance coupled with prudent expenditure.

Now, I'd like to give you a quick look at the way people are using our hospitals:

Although there has been a steady growth in the number of hospital beds for all levels of hospital care, it is worth noting that the number of active treatment beds is decreasing. Conversely, there has been an increase in the number of beds for chronic care patients.

Although more people are being admitted to hospitals for their care, they are staying in our hospitals for shorter periods of time. In fact, hospital days of care have been decreasing over the past six years. In 1977-78, we are continuing to work with hospitals to find acceptable ways of reducing the average length of stay for their patients.

We must recognize that while a standard ward bed in a hospital last year cost an average of \$128.95 per day, the per diem cost for nursing home accommodation is \$23, and the average per diem cost of home care is \$11.01.

These figures indicate that we must place an increasing emphasis on selecting the most appropriate treatment setting for individual patients. In addition, the alternatives to confinement in a hospital often meet the health and psychological needs of a patient in a more positive way, and serve to accelerate recovery. I'll have more to say about one such alternative a little later.

Community health services is the third of the programs comprising my ministry. The community health services group has the responsibility for the development of policies and programs which will ensure the effective delivery of care in the areas of public and personal health. It is also responsible for health manpower planning, the co-ordination of health disciplines, the implementation of programs for preventing disease and disability, and the major development of district health councils.

May I stress at this time that community health programs for the promotion of healthful living and the prevention of illness have a growing priority with this ministry. Our programs have already played an important role in the history of the health of the people of the province, and they will continue to do so. I think it is quite clear that public health is coming back into its own. We have a good level of service, but we recognize that in

some areas of the province basic preventive services are still thin and unevenly spread.

To attack this problem, in 1969 we instituted what we called the "underserved area program," which is designed to provide health care to 176 areas designated as underserved. These range from Moosonee to Pelee Island. By the end of 1976-77, there were 275 physicians and 69 dentists in the program providing services in 149 rural and isolated areas, particularly in northern Ontario. Nursing stations have been established in 14 other areas.

In addition to providing necessary health care, this program complements activities undertaken in the area of health manpower planning. Earlier this year the ministry established a medical manpower advisory committee because the issue of health manpower has become increasingly important due to the over-supply of physicians and nurses.

The committee includes representatives from the College of Physicians and Surgeons, the Ontario Medical Association, the Council of Ontario Faculties of Medicine, the Ontario Council of Health, and the Professional Association of Interns and Residents of Ontario. They meet regularly with government representatives to ensure a common data base and to co-ordinate planning of physician manpower.

The ministry also provides funds for one of the most comprehensive data services in Canada supplying data for the study of manpower needs. It's operated under the auspices of the University of Toronto. Other groups are dealing with specialty manpower nursing requirements.

The objective of our home care program is the reduction of length of stay in hospital, or in many cases, eliminating the necessity of entering a hospital at all. The number of patients in this program has more than tripled since 1971, and while the number of people cared for in the patient days is impressive, the cost per day of \$11.01 is far less than for institutional care.

At the community level, the home care program provides services to people in their homes, either in lieu of or following discharge from after-treatment hospitals. There are now 38 local programs, 30 of which are operated by local boards of health and four by branches of the Victorian Order of Nurses. Three are hospital-based programs and the Toronto program is operated by a specially incorporated board.

Services for patients include nursing, physiotherapy, occupational therapy, medical social work, drugs and medical supplies, meals-on-wheels, and homemaking. Not all individual programs, however, provide all

services. During the 1976-77 year, services were provided to about 55,000 patients, with an average period of care of 29.8 days per patient.

Three pilot programs in long-term chronic home care services are now under way in the Hamilton, Kingston and Thunder Bay areas. These tests will guide us in the expansion of this service to other areas in the future.

Another initiative to which we are strongly committed is that of area planning co-ordinators and district health councils. The councils are an outgrowth of the concept of increasing community involvement in the planning of health care services on a district basis. Local co-ordination and consolidation, as well as planning for new service programs, are the major activities of the district health council.

There are five area planning co-ordinators, each with his own geographical area of the province. Each co-ordinator has actively assisted in the development and the promotion of these councils. The planning co-ordinator operates as a catalyst, and information source, a focal point, and a co-ordinator of the ministry plans and operations.

Eighty per cent of the population outside of Metropolitan Toronto is now served by district health councils. Councils are made up of volunteers which include members of the professional community, lay people, and local government representatives. A total of 22 district councils will have been established by the end of 1977.

Among projects the councils have undertaken are: bed accommodation surveys, long-term care studies, rationalization of laboratory services, review of hospital programs for new or expanded facilities, and mental health studies. I am glad to say that based on their findings, the councils have made positive recommendations to ministry, most of which have been acted upon.

Future directions for district health councils will include conducting health service studies on a district basis, developing long-term plans for the district, increasing involvement in co-ordinating services to prevent duplication. They will also be working with other human service agencies in developing plans for health service delivery in harmony with other social services at the district level.

[4:15]

Adult community mental health services are also an activity we provide for people in the local area. We are developing community resources as an alternative to institutional care for psychiatric patients. At present we are considering proposals for the expansion of community support services, day care, and outpatient services.



I believe it is worth noting here that, as we attempt to make our system more effective, we expect to find many instances in which health services, and social services, can be more closely co-ordinated, or even combined. For example, in the Ministry of Health, we have many areas of interest in common with the Ministry of Community and Social Services. So, for the sake of humanity, as well as economy, we have a duty to treat the people in these programs as individuals, making sure that their health and social service needs are met in compatible ways without distinction between jurisdictions.

With this as a background, the transfer of our children's services to the Ministry of Community and Social Services took place on July 1 of this year. We are maintaining our involvement throughout the transition period to ensure no disruptive effect on the children.

The community health protection branch is involved in many activities. Let me cover just a few. We have the area medical officer service in which our people respond to local inquiries or problem situations in every area. We have contingency plans for the control of dangerous communicable diseases, including familiar ones like influenza, as well as exotic diseases. We're keeping a close watch on possible outbreaks of encephalitis, infectious hepatitis, and even malaria, which is frequently imported into Ontario.

We supply vaccines to physicians in private practice and local health agencies for vaccine-preventable diseases such as diphtheria, whooping cough, tetanus, polio, measles and mumps. We at the ministry are concerned about the need for more effort in this area. We are particularly concerned with the need for patients to recognize their responsibilities with respect to immunization.

Control of sexually transmitted diseases is one of our major concerns in the area of communicable diseases. In absolute terms, reported cases of syphilis and gonorrhea increased by 13,047 cases, or 184 per cent, between 1969 and 1976. To help solve such problems, we have 29 special treatment clinics operating in the province where all treatment, including drugs, is supplied without charge. We're also training public health workers in improved control procedures for venereal disease. Patient privacy is, of course, protected in all cases of treatment.

Because of our concern over the rapid increase in the incidence of sexually transmitted diseases, my ministry is presently considering a number of new initiatives to combat them.

There are many aspects of our involvement in public health which are far too numerous and widespread to mention here. To single out one as an example though, we have a dental coach project in which about 3,000 children living in remote areas of the province receive preventive and treatment care through five mobile dental units, with five more planned. These are served by six dentists and dental assistants, with plans for an additional four of each. Much of this work has been developed in collaboration with the Ontario Dental Association. In addition, a preventive dental program is available in 43 health units across the province. The dental coach project complements this program.

The ministry, on the recommendation of the advisory committee on genetic services, is planning to supplement the staff of the genetic centres in university health sciences centres. If just one case of Down's syndrome can be prevented by this project, over and above the prevention of the impact on the family, the cost savings for the health care system are estimated at \$250,000. This example gives you some idea of the possible ramifications of the many projects of this kind which are dealt with under the community health services program.

In concluding my review of community health services, I'd like to mention the public health review undertaken for us by the Canadian Public Health Association. This work was significantly aided by an advisory committee representing major elements from the health care spectrum. Consultation was wide and discussion extensive. The government will be examining all the issues raised. Next spring I will be in a position to declare policy decisions.

Some of the recommendations which have already begun to be implemented are: The evaluation of health promotion; improving delivery of genetic services; major initiatives for family planning; and, as mentioned earlier, continuing expansion of our well-received home care program.

I have given you a brief glimpse, and unfortunately only a brief glimpse, of one of the most active and involved programs of my ministry. You will be hearing much of community health programs in the time to come.

I wish now to focus on the thrust of my ministry in its current and ongoing operations.

We are striving for a working and practical balance among people's expectations of the health care system, their utilization of it, the quality of the services it provides



and its cost. As I mentioned earlier, we are looking hard at the system as it exists, and we are in the process of making adjustments to provide the best possible service and the best possible value for every dollar spent on health care. Our thrust in this regard will continue in three major directions: De-institutionalization; decentralization; and health promotion and disease prevention.

The move to de-institutionalize the health care process is strong and well-grounded. It is found that patients are happier, more comfortable, and therefore more likely to recover rapidly if they are cared for and treated in their own homes or communities rather than in distant, large, and costly institutions. Other alternatives to hospital care are outpatient treatment, day surgery, home care and extended care in nursing homes. Much has been done already in this area, but much remains to be done.

Decentralization is the ongoing attempt to make more and more of the health care decisions at the community level, where local needs and conditions can be most readily appreciated and acted upon. The objective is to develop maximum service standards with maximum cost efficiencies.

The establishment of district health councils, which serve as local co-ordinators and advisers to the ministry, has been a significant move in this direction. District health councils have been instrumental in developing cost reductions by consolidating services and scrutinizing capital expenditure requests for equipment, construction or programs. They have also been effective in improving patient care and in planning health care services.

The health promotion and disease prevention initiative is designed to persuade people to accept more responsibility for the maintenance and promotion of their own health as well as more effective use of the system, for their own benefit and also for the benefit of the health care system itself, because prevention of overloading or overuse of facilities will result in significant cost efficiencies.

The methods used are most of the tools of modern communications. We use posters, advertising media such as television, radio and print publications, and pamphlets such as these. The subjects covered will range very broadly; they will cover the spectrum of the services and concerns of this ministry.

Some of the most recent and extensive campaigns in this direction have been preventive educational campaigns on alcohol abuse, dental health and venereal disease.

This is an age of communication. Some of the most powerful health care aids we can use today are the techniques of communication available to us to encourage people to use the system, but not abuse it.

To sum up, the ongoing thrust of my ministry will be to create a working balance in the health care delivery system of expectations, utilization, quality and costs, with continuing emphasis on de-institutionalization, decentralization, health promotion and disease prevention.

I'd like now to give you a brief overview of the estimates of each of the programs under consideration.

The administration and health insurance program represents \$1.1 billion, or 28 per cent of the total Health ministry estimates. OHIP and the Ontario drug benefit program represent over 95 per cent of this program's costs. It is significant to note that \$915 million, or 96.5 per cent, of the OHIP portion of the program estimate is passed as transfer payments to physicians and other health practitioners. Main office estimates, at \$3.9 million, represent 0.36 per cent of the program total.

In 1977-78 the estimated program expenditure increase will be \$92 million. Of this amount, OHIP costs will rise \$72.4 million, resulting from a population growth of 1.25 per cent, an increase in utilization of three per cent and a provision for an increase in fees of approximately 6.5 per cent. The other major increase of \$16 million will be for the drug benefit program to cover a rise in the user ratio from 40 per cent to 47 per cent per month for those eligible, as well as increases in the drug dispensing fee.

An estimate of \$1.5 million is forecast for the information services area, while research costs will rise \$1 million over last year's estimates. The remaining \$1 million in the total program increase is made up of such items as personnel services, audit services et cetera.

The institutional health services program represents \$2.6 billion, or 69 per cent of the total estimates. As you would imagine, the major portion of this amount is for hospital operations, but it also covers psychiatric services, ambulance services and provincial laboratory services. This major segment of the health care estimate is expected to increase \$241 million, or 10 per cent over last year's budget. Over 86 per cent of this is attributed to the hospital and related services areas.

The community health services program represents \$119 million, or three per cent of the total ministry estimates. The estimates for 1977-78 call for an increase of \$10

million, or nine per cent over the previous year's estimates. In addition to spending reductions in some areas, specific increases include \$6 million for home care assistance, \$4 million for local health agencies, \$2.2 million for various personal health services and a little over \$1 million for district health councils.

Mr. Chairman, I thank you and the members of the committee for your attention to the summation of the work and aspirations of the people of Ontario through my ministry.

In conclusion, may I quote a maxim that dates from the year 42 BC. "Good health and good sense are two of life's greatest blessings." I suggest that this is as true today as it was then.

Good health is the hope of every resident of Ontario, and it is the responsibility of my ministry to provide the means to achieve that hope. It is also the duty of my ministry to exercise good sense in the provision of health care services. But I believe it is just as much a duty of all segments of our population to exercise good sense in their demands on the system. And my ministry foresees the possibility that we may not yet have sufficiently addressed ourselves to this question.

This poses a hard dilemma, Mr. Chairman, that may have to be solved in the months ahead. We must begin to temper the most damaging inflation of all, the inflation of our expectations beyond practical means to satisfy them.

We have an excellent health care system in this province, one of which we are all proud. My ministry is determined to keep our standards of health care high. But we are equally dedicated to ensuring that all participants of the system, patients, taxpayers and health practitioners, are contributing and receiving fairly.

Mr. Chairman: It has been our custom pretty well to allow the official opposition and the third party critics to speak. Then we will follow as much as possible your request that we take item after item because of the different personnel who will be in. So, the official opposition.

Mr. Conway: I would like to open my remarks this afternoon by extending my best wishes and congratulations to the hon. member for Don Mills, who has recently assumed the rather onerous responsibility as Ontario's latest Minister of Health.

During his time in other cabinet portfolios the hon. member for Don Mills has demonstrated an enthusiastic and aggressive style in issues which very often are of a controversial

nature. One can only assume that such a style will be at times necessary in this most controversial of ministries.

While extending my best wishes for the future to the new Minister of Health, I would like also to say a few words about his predecessor, the member for Muskoka (Mr. F. S. Miller). During his two years as Minister of Health Frank Miller initiated some of the very difficult decisions that will be required in the years ahead. While certainly I was not always in agreement with the former minister, it was difficult not to admire his courage in pursuit of what we felt were at times misplaced objectives. We certainly will miss the engaging manner of the former minister, but no doubt his new duties in Natural Resources will test his mettle yet again.

Before leaving this matter of ministers within this ministry, I would like to offer one final observation. In the eight-year period since 1969 there have been no fewer than seven different Ministers of Health for Ontario. Just to review for a moment, 1969—as many of you and certainly you, Mr. Chairman, will recall—was the last year in the long run and distinguished career of the Hon. Dr. Matthew Dymond as Minister of Health for Ontario. Following Dr. Dymond in 1969 was Thomas Wells; following Mr. Wells in 1971 was Bert Lawrence; following Mr. Lawrence in 1972 was Dr. Potter; following Dr. Potter in 1974 was Frank Miller, who was replaced for a time during his illness last year by Dr. Bette Stephenson and, of course, as of February 3, 1977, the present minister the member for Don Mills.

[4:30]

It seems to me that at a time when there has been such a tremendous expansion both in terms of responsibility and expenditure, such a turnover in the No. 1 job, in this case the Minister of Health, is a very questionable procedure. This is the kind of merry-go-round that lessens the amount of political control that is surely necessary in such a major portion of government responsibility and expenditure. One can only imagine the difficulties which any new minister would have under such conditions where there has been such a parade of predecessors in such a relatively short period as seven or eight years.

This turnover in ministers has occurred at a time when, as I said earlier, expenditures in the field of health care in Ontario have increased at a tremendous rate—for example, for fiscal 1972-73, when this ministry spent slightly more than \$2 billion, to fiscal 1977-78, when it will spend almost \$4 billion. In



other words, an increase in five years of almost 100 per cent.

What I am saying is that it is extremely difficult for any mortal to control or to be aware of such a large and growing empire as Health in Ontario, if he or she cannot have some degree of stay in that particular portfolio. What we have seen in Ontario in the past decade is a never-ending increase—a very rapid increase—in responsibility and expenditure on the one hand, and an almost corresponding increase in the number of ministerial changes. This is not at all a good situation. Certainly it is my hope that the government will provide this minister with an opportunity to really get to know this portfolio and to work with it, at least as long as this particular party is in power, for a sufficient period of time to control the operations as they must surely be.

Insofar as issues are concerned, there is little doubt in my mind that the most significant issue and the major challenge to those of us here in the Legislature in the area of health care and its delivery in this province relates to cost containment. I well realize that when I speak of cost and cost containment there will be some in this room, notably those on our ideological left, who will groan with dissatisfaction, saying no doubt that so mundane a matter as money should not enter into the serious deliberations regarding health and its delivery.

While I do acknowledge that health and its proper qualitative delivery must surely be a matter free from undue financial constraint, I, like many others in this room, am surely cognizant that there is a need to reform our present health care delivery system so as to make the best use of available resources and to thereby keep the cost in line with our ability to pay. No less an authority than the hon. Premier (Mr. Davis) has in recent months acknowledged that the cost of our health care delivery system has increased so enormously in recent years as to jeopardize its original aim of making adequate health care available and affordable to all. In that opinion I must surely concur.

I must say further, however, that it is this government which has superintended this very costly expansion, and the fact that we face such a difficult choice today must surely reflect on the questionable management of that system by the present managers.

Those who might despair about the present government's restraint policies in health surely are gratified to know that in the famous Bramalea Charter issued in early May 1977 there is a commitment to maintain, and I quote, "the highest quality of health and

hospital services, based on a system which allows individuals to work together with their own doctors for their own health and well-being."

That surely will provide the basis for positive thinking, not only within this room today, but certainly, I am sure, within the councils of the present cabinet, dominated, I am equally sure, by men and women of total devotion, not only to that portion of the Bramalea Charter but to many other of its principles as well, some of which I will be returning to in the not too distant future.

Returning if I may to the cost conundrum in the health care field, I would like to cite a rather interesting and, I think, appropriate passage from a recent study which identifies the following as a fundamental problem in this area of cost and cost containment, and I quote: "The public has come to view the provision and maintenance of health services as a government responsibility; and indeed the government, at both the federal and provincial levels, has tended to encourage this attitude by in fact assuming this responsibility. There is, however, little public awareness of the real cost of the health care system."

I want to assert once again my firm belief that it is a proper and worthwhile role for government in a modern society to assume this responsibility, insofar as health care is concerned. I do not subscribe—and I want to make that as clear as possible—to the notion that there should not be major government involvement in health care today. We cannot and we should not return, or think of returning, to the so-called good old days when much of the system was left to operate outside the ambit of government.

That being said, however, I think that part of the government responsibility must surely be to make the public aware of its role and responsibility in this very important area of cost. I do not think it an overstatement to suggest that by far the vast majority of Ontarians have not the slightest notion of the real cost involved in a modern health care delivery system. It is precisely because there is so little public awareness of the cost involved that programs such as OHIP are running essentially out of financial control. I have a very strong belief that if the proper measures were taken by the government of Ontario, in so far as informing the people of this province of health costs is concerned, that the average citizen would respond by using that system more carefully.

It is at this point that I would like to



ask the Minister of Health and his officials what has happened to what I heard was a very extensive advertising program well on its way early this year which had as its principal aim far greater public awareness of health care costs in Ontario. Is it true that it is now being resurrected? If so, why has it been left in abeyance for yet more months?

If you are proceeding with such a program, Mr. Minister, having particular regard to your statement this afternoon about the power of modern communication, what commitment will you make to it in terms of dollars? Who will be involved in the development of such a program? Why has it taken so long under these very serious and immediate conditions—recognized by all, including the government—for your ministry to realize the need to do something in this respect? Can you assure us today that there will be an aggressive program by this government to make the public more aware of its responsibility within the health system of Ontario today?

Someone not so very long ago described the Ontario Health Insurance Plan today as a system without conscience, particularly because of a lack of public awareness of the public responsibility—and certainly in respect to the practitioner's responsibility in some regard as well. I think that this description of it as a system without conscience, primarily because it is a system without that kind of awareness, is an apt description.

In this connection also I think it is important to discuss very briefly in these introductory remarks the whole question of government's fundamental conflict of interest. This is something which justifiably rubs many in the field of health care delivery. As has been noted by one recent observer, and I quote:

"There is a terrible touch of irony in all of this. The governments which are perpetuating this cruel hoax of runaway health costs on the population at the same time are profiteering from the sale of alcohol and cigarettes which contribute substantially to the cause and cost of illness in this country.

"The Ontario government alone takes in more than \$500 million a year from the sale of alcohol and tobacco and the Ontario Ministry of Health goes to the extreme of closing hospitals to save \$50 million, less than two per cent of the total health budget. To give another perspective, Canadians spend about \$5 billion a year on alcohol and tobacco and that is as much as the

federal and provincial governments spent on medicare cost sharing from 1968 to 1974."

There seems little doubt, Mr. Minister, that your government will maintain very little credibility until this kind of irony, and indeed this kind of conflict of interest, is sorted out. The government of Ontario simply must get serious about the preventive ethic. It must not only make the public aware of this—and that is surely something that we will want to talk about at some length of time later on this week or next week—but just as important, it must set its priorities accordingly.

The Treasurer of this province depends for revenues more and more, it seems, on the area of alcohol and tobacco taxation. Certainly because of the revenues derived from those two fields, it will be increasingly difficult for this government to take the measures in terms of health care that will be required in this area.

I have reviewed over the past few days the Health estimates debate for 1976 and it is interesting to compare the contents of that very highly charged time with the events of this year. As most members will recall, there was really only one issue before the people and the Legislature in 1976 with regard to health, and that dealt exclusively with this government's intention to close down a number of hospitals in this province. It is interesting and perhaps a most significant comment on politics that an issue so divisive and so controversial has apparently slipped into something of an abyss.

All the more interesting, the essentials of this program are by no means settled. Certainly one of the questions that this committee will surely want to resolve here today or later this week is exactly the status of the divisional court ruling and therefore the status, as far as the government is concerned, of that major hospital closure program.

Looking back on those hectic days of the winter of 1976 when the then Minister of Health was descending anonymously upon small town hospitals across this province and announcing their imminent closure, certain observations seem relevant at this point in time, particularly as we all realize that restraint and government control of the system, particularly in regard to hospitals, will not only be necessary this year but for many years to come.

Let us review just how the government proceeded when it decided properly or otherwise that certain hospital closures were in fact necessary and desirable. Was there any consultation? Was there any involvement of the minority Legislature? Was there any

effort made by the government to begin to sell its restraint program in this very sensitive area by the most diplomatic means? None whatsoever.

Uninvited and certainly unannounced the then Minister of Health descended week after week upon small community hospitals to announce that so vital a part of the local community would be closed down by fiat of the Ontario executive council. What was the result? Many, indeed most, of those hospitals threatened by closure have managed by one way or another to remain open as of this day.

But, more important, this government managed to construct this ill-conceived and ill-administered restraint mechanism so as to completely poison relations between many of those communities and the government, with which they must necessarily deal in health so as to make future relations not only suspicious but, I would suggest, almost impossible.

As someone who represents a rural eastern Ontario constituency I, like many of my colleagues in the Liberal Party of Ontario, was impressed by the fact that very few major urban hospitals were being threatened at a time when small town hospitals were being closed or offered closure in 1976. Mr. Chairman, I know only too well your particular concerns in this regard.

It is interesting to note that the one major urban hospital which was threatened was a very particular institution representing what might be described as a minority service within Metropolitan Toronto. To that extent, Doctors Hospital shared a position very similar to that of those other hospitals in rural Ontario. The circumstances which ultimately saved Doctors Hospital—and I was certainly one of those who very much applauded that particular recovery—nonetheless made even more sceptical the people who were faced with the government's firm resolve not to save their hospitals in Durham, Chesley, Clinton and such other places.

The hospital closing program of this government was, however justified in its ultimate end, almost immoral in its means and execution. For example, the people of Goderich and certainly the hospital workers there have much more than the right to hear from their government through no channel other than the local radio station on Christmas Eve that their hospital is being closed by fiat of the Ontario government.

Those people were very seriously abused in that process. The people of Goderich, Chesley, Clinton and Durham were not treated fairly and equitably.

It is at this point that I would return for a moment to the famous Bramalea Charter which asserts as one of its fundamental principles, and I quote: "Fairness and equality of opportunity can be guaranteed only by a government prepared to insure that power is not used unfairly by any group in society, including government itself." For me it is only too painfully clear that the people of those small rural communities were the victims of an unfair exercise of government power. For them surely the Bramalea Charter is nothing more than a hollow ring and an empty promise.

[4:45]

In this connection, there are certain questions I would like to put this afternoon for answer either now or later in this estimates debate. At the time of the hospital closing program, your predecessor estimated costs savings that would accrue to the province as a result of this initiative. Can you now inform this committee as to what evidence, if any, you have to prove your predecessor's statements that major cost savings would in fact result from the closure of certain hospitals? In those areas where hospitals have been closed—and I realize that this is maybe difficult because certain of the planned closings have not taken place—what figures do you presently have which would indicate real savings, and to what extent have these savings been effected?

Similarly, the closure of certain public laboratories was indicated to be the cause of some \$27 million worth of annual savings. I wonder if you could, perhaps, enlighten us as to whether or not the savings have in fact accrued, and can you provide the statistics to prove that point? Also, would you take this committee into your confidence and explain why the court hearing on the closing of the four hospitals spoken of earlier has not proceeded more rapidly? Has your ministry, for its part, any plans for bringing this case forward? Can you explain why we have undergone such a delay, particularly since there seems little indication for enthusiasm on your ministry's part? Can you review with us this afternoon, or later, what brought about the reversal in the case of Doctors Hospital? Why, for example, did your predecessor feel absolutely convinced that that institution ought to be phased out and why, very shortly thereafter, should that decision be altered; and rightly so? Nonetheless, can you explain why that reversal was in fact entered into?

There is little doubt that there will be serious confrontations in the months and years ahead with regard to streamlining and



rationalizing various hospital services. We can, I think, all agree to that. Because the future presents such great difficulty in that regard, I feel particularly bad about the fact that this government began the process in such an ill-advised fashion. I suspect that this government will long rue the day it ever engaged on such a process as was started on Christmas Eve last December. The callous, non-consultative, authoritarian assault on small-town Ontario as evidenced in that hospital-closing program is something which my party simply cannot accept. It is something which has, I think, significantly hurt relations between certain communities and certain regions and this government and which can do nothing but impair relations in the future.

I wanted this afternoon to review briefly some of the observations of a report that the minister appropriately drew attention to in his opening remarks this afternoon. It is the report tabled, I believe, some few weeks ago in the House by the minister. It was commissioned by the Ontario Ministry of Health, done by the Canadian Public Health Association and entitled, "Ontario Public Health—Some Current Issues 1977."

Everyone recognizes the increasing need for less institutional and more non-institutional ambulatory care. The reasons have, I think, been very appropriately, and, at times, eloquently put this afternoon by the minister, and they relate basically to the areas of cost and the quality of care. Past estimates debates indicate very clearly that many members of the Legislature—and I might say of all parties, but particularly members of the two opposition parties—have given, I think, very proper emphasis to the need for this shift in policy formation. Regrettably, the Ontario government has not moved with the speed or with the dispatch that members of my caucus would like to see in this respect.

I can well appreciate the fact that the minister has said that many of the recommendations made by that particular study group will not be entertained or brought forward for some months; and I can certainly appreciate the difficulties in that respect. But I wanted to review this afternoon some comments. What I think we have got to understand is that it is obviously to this area that we are going, and this is a very current statement of affairs in Ontario's public health field.

What did the Canadian Public Health Association find in its study, now only about four weeks old? Well, among other things the study team found out that in Ontario "there is no commonly accepted definition of public health." One wonders what can be

done, in so far as policy formation, when so fundamental a matter as a definition has not at this late date been agreed to or upon.

Further, the report indicates there are "major deficiencies in the information system," and "that there is a fragmented and piecemeal approach to the whole area of health promotion" in Ontario.

The report is concerned that there is an insufficient immunization program under way in this province. That concern is a very serious and well-supported one, I thought, from my reading of that particular report. Certainly, for some of us, it triggers memories of the swine flu fiasco of not so very long ago.

Still further, the study team reports, "It is obvious at this time in Ontario that there is no consensus regarding the role of the Ontario ministry of Health in the public health system." Now, in October 1977, we are being told that there is no consensus regarding the role of the ministry in so far as the public health system is concerned. We consider that it is in that direction we want to move with considerable and, I think, proper dispatch.

Further on in the report is perhaps the most important comment that can be made in terms of public health in Ontario today, "Why does public health receive such a small percentage—two per cent—of the total health budget? I think it is 2.8 per cent or can be identified, perhaps, as a maximum of three per cent in the minister's introductory comment.

Later on there is at least one answer—and I think probably a significant comment—as to why it is such a small percentage, because there are some of us, cynics as we may be, who feel that the ultimate tribute to a government's commitment to any program is the dollars it is prepared to allocate and the percentage of the total budgetary commitment that it is prepared to allow any given program.

Further on in the study report, there is the following observation: "Many simply view public health as a poor cousin, as a last priority." I cannot help but think that that may say something about the area into which we are now going. I sincerely hope, as I know many in this room will, that that attitude of the poor cousin, the last priority, the two or three per cent total expenditure, will change and change very rapidly if firstly, and most importantly, that area is going to be able to receive the impetus and new directions which the minister has spoken of and, secondly, if those new directions are to be integrated and put forward in a properly organized fashion.



In terms of health promotion, the report indicates, "It seems evident that this area requires the greatest effort in redirection and future planning." And it gives the clear implication that there has been very little direction and very little planning in that respect.

Further on: "It is obvious that a comprehensive immunization policy for Ontario should be developed." This comes back to the concern expressed earlier that the apparently declining interest and commitment to immunization in this province is an indication of the need for some significant initiative in that whole public health field. Again, the obvious comment here is that if there is now a need to develop a comprehensive immunization policy for the province, then there is, obviously, not one at present.

Finally in the report, there are some interesting observations on page 37, which I will quote at some length. These concern the Ontario Ministry of Health. "This study identifies a number of major difficulties involving the Ministry of Health's capacity to meet its responsibilities in public health. Among the primary areas of concern is the lack of a co-ordinated effort, not only across branches in the community health services division, but also in other ministry divisions both programmatic and supportive." Not altogether the most congratulatory comment, if you stop and think about it.

"The result is a lack of consistency in the ministry's communications with numerous components of the health services field. A more cohesive, comprehensive and supportive capacity is required in the ministry, therefore, to develop and manage public health responsibilities. These adjustments are required to improve the ministry's capacity to develop comprehensive and relevant policies and programs; for the establishment of guidelines for all elements of the health care services field that are consistent with the objectives of the public health system and sensitive to local requirements; for the development of improved research; for program development and evaluative capacities; for the provision of consultative support to those in the public health system and others who share some of the responsibilities; and for the development of a more aggressive and pro-active stance in influencing adjustments across government to accomplish the objectives in public health."

Those, surely, are major deficiencies which have been very properly and well identified in this generally well-regarded study. They give the minister and the ministry a

beacon to which they can chart their ship, so to speak. I hope that, in the spring, there will be some constructive policy growing out of that particular report.

There was one other related report which came from another group which perhaps has a more direct involvement. That was the Ontario Nurses Association's "Let us take care" pamphlet of some considerable length. It was released in December last year or February this year.

I must say—and I think the OMA would recognize this—it does not have the statistical evidentiary support that maybe we would like. It is based on a more reportorial account. Nonetheless, I think some observations which grow out of that have a direct relationship with the public health field; and, again, that's important because that's where we want to go. In that particular pamphlet, they talk of "present fragmented, overlapping, costly and inefficient health care services, particularly in the field of public health-care delivery in Ontario". I won't go on to say some of their specific examples.

Obviously, those are selective and I very much recognize that. My comment would simply be that there are two studies, worth what I suppose they are to each and every one of us, but which identify very serious deficiencies in the area of public health. They've got to be taken into serious consideration, Mr. Chairman, because as the minister has properly stated and as my colleague from Parkdale (Mr. Duktzta) will no doubt want to say as well: that's the area into which we now want to march with some authority. I'm afraid that we're going to find, and we have found, that particular jurisdiction, that particular field in something of a less than positive condition. I would encourage the minister to give that CPHA study team report, active and immediate consideration.

During the review of the estimates of the Ministry of Community and Social Services, my colleague, the member for St. George (Mrs. Campbell), was able to determine that budgets for licensed children's mental health centres have, in fact, been transferred to the responsibility of the children's services branch, Ministry of Community and Social Services. The amount of transfer represented some \$62 million.

Through further questioning, the member for St. George was able to ascertain that the child and adolescent units of provincially-operated hospitals were not part of the July 1 transfer and that budgets required for their operation have yet to be identified,

let alone transferred to the Ministry of Community and Social Services.

The minister and his officials indicated that negotiations were now under way, hospital by hospital, to contract for these services. As I understand it, the idea is that a determination will be made as to the dollar value of these services. A contract will be struck and the Ministry of Community and Social Services will receive from your ministry the funds required to operate the service specified by the contract.

[5:00]

In other words, Mr. Minister, the amount of money which you have thus far surrendered to the Minister of Community and Social Services does not represent the total amount of money required by that ministry to operate both the licensed children's mental health centres and the child adolescent units. We realize how difficult it is to isolate the exact dollar amount required to operate a children's psychiatric unit from the rest of a hospital budget, and that this process takes time, but we would like you to make the following commitments:

1. That the Ministry of Health is a party to the contracts negotiated between its various institutions and the Ministry of Community and Social Services.

2. That the contracts clearly specify the level of service expected and include production for staffing levels and support services required to maintain the unit.

3. That you give us assurance that child and adolescent units of your facilities will in no way be affected by austerity measures which emanate from your ministry.

I think you will agree that as long as the Ministry of Community and Social Services retains responsibility for children's services, these services should not be adversely affected by your ministry's policies. We are very much concerned that in this time of austerity the contracts which are negotiated may not be fair, let alone generous, and that those contracts will have no force for protecting these units against provincially initiated restraint measures.

4. That the contract be made public, as well as the justification and rationale behind the dollar amounts arrived at.

To conclude these points, I think we all agree that we are dealing with a very peculiar situation. These units have yet to be transferred from your ministry to another ministry, in this case Community and Social Services. Their budgets have not yet been identified. There are no guarantees that the dollar amounts which will eventually be identified

will accurately conform to the amount required to maintain the current level of service and it has been impossible for us to adequately discuss this amount in the estimates of the ministry which has not yet assumed responsibility for these services. It is equally difficult to approach this problem in a ministry which is about to surrender these services. We will therefore be insisting on certain discussions and commitments later on and of course, Mr. Minister, this relates to the difficulty that was discussed by my colleague from St. George not so very long ago. I really wanted to enter that on her behalf and on behalf of members of the committee who found some difficulty here recently.

There are two or three items that I want to raise before allowing the floor to a real ideologue, my colleague from Parkdale, and these relate to some matters that have raised their heads only in the last three or four weeks. That is, of course, the involvement of the Ontario Ministry of Health in matters of individual privacy in this province.

Mr. Minister, we're all aware of the questioning that you faced earlier this afternoon in the House with regard to recent revelations regarding RCMP information procedures which seem to have some tie-in with certain information branches of the Ontario Ministry of Health. I'm not yet aware of the actual linkage and would certainly like to take this opportunity to invite you to inform members of this committee to the greatest extent possible as to the specific linkages that are potentially providing the RCMP with information.

I regretted not being there to hear the Attorney General's response to my leader's first question this afternoon. All members, I am sure, are deeply concerned about the kind of revelation that we had in one of the learned and popular presses in Toronto. The Globe and Mail some weeks ago indicated that there were certain printouts from the computer bank about people who have been treated for venereal disease in this province—not printouts; information-gathering procedures which seemed to bear very directly on the individual privacy of many citizens in this province. I know you're concerned about that and I would like to discuss with you within the broader context, the matter of what provisions your ministry is taking to provide and tighten the regulations in this very sensitive area.

I was recently informed that there is still a mechanism, or a means, whereby certain OHIP cards which have been used and allegedly destroyed, turn up from time to time in various places. I hope that this is not



a very widespread matter, but it does concern me and I know it must concern all members of the House, particularly and rather unfortunately since members of the Legislature managed, by one way or another, to put themselves in a very poor light with regard to their role in the making available of certain confidential information in one of the committees of this Legislature some months ago. I think this has done a great deal to dampen and to worsen the relations between the medical community and members of the political community, or parts of it in Ontario. I don't think that that's done any of us any good, quite frankly. I want to know more specifically what kind of procedure the ministry has for ensuring that the disposition and the destruction of such cards is done in a very tight and controlled manner.

Finally, I wanted to say something about the fact that there is, and is going to be, great difficulty in the Health ministry in the health care delivery system and in the debate that will surround it in this province over the next decade.

There has been, as I think the minister very properly indicated in his initial statement, a great expansion in the Health ministry's responsibility, manpower, cost services and the like. There have been countless studies done by everyone—from Fraser Mustard to Edward Pickering to the CPHA and a variety of others. I rather fancy the comment made not very long ago by a management consultant involved in studying health care in Ontario and in Canada. He said, "Canada spends more studying health care than many countries spend delivering it." I thought that was rather an interesting comment.

I think much of the present difficulty results from politics and from political decisions, from political judgements not restricted in any way to the provincial government in Ontario. I would be very remiss if I did not actively include the federal government, which is responsible for involving and expanding programs in many areas and in times and places against the expressed desire and better judgement of various provincial governments. However, it seems that when we get down to it, when the final very difficult decisions that are going to have to be made and that will be made, are made, ultimately it's going to be the Legislature that is going to have to take the responsibility.

One of the things that has really impressed me about the whole area of health care in Ontario is that while it has been studied by an awful lot of people and talked about by a great number of extra-political groups and

forces, the whole debate, or much of it, much of the study, much of the controversy, has taken place outside the Legislature. You can argue, as I think you might properly do, what are the estimates all about? I can only think that it was last year, and I was probably wrong in saying earlier that the hospital closing program was initiated on Christmas Eve. I'm not actually sure of that date but I do know this—that the Health estimates debate took place partly in the fall last year. It took place in June and it was continued, not specifically in the form of Health estimates debate, but certainly in questioning in terms of the Legislature and the like. We all left for Christmas, as I well recall. And bang!

**Hon. Mr. Timbrell:** Excuse me, the estimates debate was the fall of 1975. Supplementaries were in March 1976 when the then minister was there, and then estimates, again, I think were in June and nothing in the fall.

**Mr. Conway:** June 1976. I meant to qualify that. You're quite right. I well remember—estimates in 1975 and the spring of 1976. What I meant to say was that there was the normal questioning and the like in the question period in the fall of 1976, and we all left and Christmas brought us the first announcement of the major hospital closing program.

I went back to check, for example, the registry of select committees on health matters. What strikes me is there hasn't been a select committee on health care matters in well over 10 years. You could consider, I suppose, some of the related matters some years ago. I think of the Carruthers committee on aging. That certainly is at least 10 years old.

I know the chairman might have a better idea of the date of that than I, but in the last 10 years, if we use that as something of the minister's time frame, when the real flux and change has, in fact, taken place, there has not been a select committee of this Legislature on major health care matters, which I think represents the proper sort of forum, for members, at least, who, as I said earlier, have got to accept the ultimate, final responsibility for many of the decisions taken. There has not been a select committee on major health matters in this province in well over 10 years. I think that's very unfortunate. I think that's more than unfortunate. I think it's maybe a comment on the esteem in which this present ministry holds the Legislature.

One of the realities of 1977 is that we are entering what I expect will be something of a prolonged minority situation. It seems to



me that as the minister properly indicates, very tough policy decisions are going to have to be taken. I would argue that those decisions are going to be taken to correct certain political decisions and judgements made some years ago. I would like to see at least significant portions of that policy debate take place within the Legislature. Certainly a 20-hour estimates debate is laughably inadequate. We do not have the resources. We do not have individually, many of us, the time to devote to it. I know the minister is extremely busy.

Considering the options involved, one only has to read the Financial Post study that was done in March and April of this year to realize the kind of difficult options that we do face. I am not going to say that, given my limited resources, I could come here today and suggest, for example, that we can cut this and we can save here and we can devise more qualitative care delivery in this particular area. Clearly, that's the kind of thing that's very sophisticated, very serious, and I think must and would properly be decided not by the Treasurer in his random cost-cutting imperatives, but hopefully within, I think, very properly, a select committee of this Legislature, which I think would properly acknowledge the very serious nature of the cost containment—the cost conundrum, if you want to call it that—on the other hand, and the maintenance of qualitative health care delivery in this province.

I suppose in terms of a positive policy offering, I would really suggest and recommend to this minister that he take the Legislature into his confidence, that he encourage his House leader, given these difficulties in Health—they are going to get worse before they get better—to take the Legislature into his confidence, to strike a select committee with specific responsibilities in terms of perhaps just cost containment, so that the political input might be increased so that many members of this House might be more properly informed, and therefore the community at large, I think, would profit considerably thereby. That really ends my introductory ramble, Mr. Chairman.

**Mr. Duksza:** Mr. Chairman, I want to do basically two things today. I would like to present first a general overview of the two major problems which are contributing to a crisis in Ontario's health system, and second, an analysis of the effects of these two major problems and why the Conservative government cannot begin to deal with them. Essentially the problems are two Conservative government policies—the privatization of Ontario's health system and its persistent

“medical model” orientation of the health system instead of preventive public health orientation.

At this time, the Minister of Health is so embroiled in a series of accumulated problems that our health care system, if it can be called a system, cannot deal with the major issues of the day. Those are community health, public health prevention and the increasingly ominous problems in environmental and occupational health.

[5:15]

While the minister is not at fault for the development of the present state of affairs, since he inherited those Augean stables of accumulated “night soil,” as the Chinese politely call it, we must ultimately hold him responsible, because he is the minister of the Crown now and has the power and ability to reform the health care system if he so wishes.

**Hon. Mr. Timbrell:** I don't mean to interrupt, but I think you should be commended for that. That was very well put. I only hope you are not referring to the staff, though I think it is just the minister, not the staff.

**Mr. Duksza:** Over the last 10 years, one way or another, I have had experiences with all of Ontario's Ministers of Health—with Dr. Dymond and Mr. Wells when I was a civil servant, with Mr. Lawrence and Dr. Potter and finally Mr. Miller and Mr. Timbrell since becoming the NDP health critic. Each has come to his office with a clarion call for action and with full intentions of clearing the ministry of this “night soil,” yet each ended up mute and took an inglorious departure for greener pastures, leaving the ministry in worse shape than when he arrived.

**Hon. Mr. Timbrell:** I am glad you stopped at “mute.”

**Mr. Duksza:** Though I noticed the much esteemed and well loved Frank Miller, clumsily and without any understanding, attempted to solve the Ministry of Health's problems by performing drastic surgery on a number of hospitals, I am happy to say that one of his patients, Doctors Hospital, has since been restored to life.

With regard to the other past ministers, Messrs. Dymond and Wells both believed in community medicine, community and preventive approaches to health care, yet neither was prepared to reform the system into this direction.

Mr. Lawrence once gave me an example of a multi-problem family in his riding. The

family had recently lost the father, leaving the wife and children with virtually no income or financial resources. The widow, alone, ended up seeing four different professionals: a welfare worker from Family Benefits, a social worker from the Children's Aid Society, a family doctor and a psychiatrist. Mr. Lawrence, at the time, clearly recognized the need for one worker who could integrate all those services, except for a physician who would handle the physical health care. In this way the system could treat all aspects of the family's problems rather than splitting them wastefully among 12 different agencies coming under no less than three ministries. That was back in 1972.

Mr. Lawrence privately and publicly reassured me that he, like myself, believed in the concept of an integrated, prevention-oriented, community-based health care system. But to this day, our health care system is fragmented, inefficient and unbelievably wasteful. Unfortunately, these qualities are characteristic of Conservative policies in the whole social development field.

More recently Dr. Potter and Mr. Miller came into it with their own approaches. Dr. Potter was considered a maverick, a no-nonsense individual who did not trust established groups in the health care field, but again was unable to do anything. As I mentioned before, Mr. Miller approached the ministry's problems in a structural fashion; he tried to reduce the number of acute care hospital beds by simply reducing the number of hospitals. Yet none of these gentlemen was able to do anything to arrest the growing crisis in Ontario's health care system.

One of the disadvantages in taking an historical approach and in having a long memory as a health critic is that it tends to make one very cynical about the latest set of stone tablets offered by the present minister. Plus ça change, plus c'est la même chose is an appropriate summary of this historical review.

The problem I see is not that there is a lack of direction in the policies of the government, but that the policies lead in an ominous direction. There is a discrepancy between the actual goals of the Ministry of Health and this Conservative government and its officially stated goals. While their official goals stress preventive and community approaches to health care in order to, as the Chinese so aptly say it, "talk left to defeat left," the Conservatives are engaged in a slow dismantling of the existing public health system.

There is a general consensus now in the field among health professionals and educators that the health care system must be changed from an acute care system to a preventive one in a way that does not imperil the quality and availability of health to the people of Ontario. To cut down on availability of health services, even if those services are hospital-based, without creating community-based alternatives like home care, is irresponsible and dangerous.

As Alan Hay, the executive director of the OHA, recently pointed out, the effect of proposed cutbacks is that the hospitals cannot continue to operate minimally without either laying off 4,000 health care workers or charging an additional sum, over and above OHIP, to the patients.

Unfortunately, the victims of such a policy are the patients with either of the alternatives being proposed. Not only are the patients unjustly blamed for over-utilizing acute care services in Ontario's hospitals, but now they are being asked to prop up imbalances in an unplanned and irrational health care system. Where do the patients go who cannot get the hospital-based service if there is no health care available in the community?

Why is it so difficult for the present government to deal with its problems in the health care system? And why is it repeatedly that cuts are made in public and community health care and in provincial psychiatric hospitals and not in private lab or fee-for-service systems which is such a boon to physicians?

For the moment, let us look closely at what is being cut, and what is not being cut. We have evidence that there are cuts coming in the financing of Ontario's psychiatric hospitals. Secondly, Ontario's public hospitals are facing cutbacks that will lead to further cuts in health care workers. The workers, however, won't be the doctors, who are the most expensive health workers in the system.

Furthermore, if we look at the community and preventive health care budget for the next year we see no significant commitment by the government to environmental and occupational health.

To understand the nature of governmental activity in the health care field and to comprehend why the cuts in psychiatric services will occur only in provincial hospitals and not at the level of private psychiatric care is to realize the nature of privatization—that is, in Ontario, health care for the public is as much a field for investment and profit as are other investments. The crucial difference is that taxpayer dollars, under the Conserva-



tives, continue to supply the capital and profit for private investment.

Although our current health care system is overwhelmingly publicly funded, its organization and logic is that of a private system. When insured medical services were introduced in Ontario, no attempt was made to redesign the system itself. Consequently, physicians and health institutions behave much as they would in a private care system. They are overwhelmingly oriented to capital intensive, technological health systems. This, in turn, results in expensive buildings, equipment and techniques, which are oriented towards serving middle-class clients. Ironically, the use of public taxes to pay for the system has not resulted in substantially increased access to services for poor and moderate income earners. It has, simply, subsidized the pre-existing middle class oriented system, in part with income derived from those who did not and do not have access to it.

This inequality of access to appropriate health care is a direct consequence of using public funds irresponsibly to support private entrepreneurial medicine: the ad hoc nature of our health care system means that the geographic distribution of facilities under the private care system was simply frozen. Large rural and inner urban core areas which were poorly served under the old system remain deprived, while suburban and downtown medical facilities are posh.

As the waste and inefficiency of the Tory government's program in health becomes more and more difficult to hide, it has taken the tack of trying to sweep the whole mess under the rug by (a) reducing services; (b) increasing the hidden costs of programs to the public by making access to services more difficult; and (c) handing over whole chunks of the health system to the private sector to operate. Its rationale for doing this is that the private sector is more efficient.

Maybe typical are remarks by Doug Wiseman, parliamentary assistant to the Minister of Health, at Owen Sound on February 23, 1977:

"All I need to say on the subject is that any fear anyone might have that the Ontario government believes provincial programs must be delivered by provincial employees is completely unfounded.

"All our general hospitals have their own boards of administration; the vast majority of physicians in Ontario are in private practice; the whole nursing home system in our extended care program is privately owned, by individuals, groups or corporations; the larger part of provincially administered ambulance services is either privately or munic-

ipally owned, or operated by hospitals, and the process by which our ambulance service is confining itself to a co-ordinating function continues.

"And so on, almost indefinitely, in such other fields as laboratory services and our provincial pharmaceutical programs like Parcost and drug benefit."

**Hon. Mr. Timbrell:** I thought that was very well said.

**Mr. Duksza:** Yes, Mr. Wiseman indeed is extremely proud of this statement: I find it reprehensible.

**Mr. Conway:** Duksza has a truth squad.

**Mr. Duksza:** It must be a dialectical difference between me and Mr. Wiseman, I suspect. We obviously march to different drummers.

**Mr. Wiseman:** Maybe.

**Hon. Mr. Timbrell:** Except the drummer owns his own drum.

**Mr. Duksza:** In this statement the Tory spokesman confuses two concepts: decentralization and privatization. Services provided universally by the public sector need not be provided by the provincial government. Decentralization is good: we should encourage the flexibility, variety and responsiveness which local services can provide. But if essential services are undertaken by private enterprise for profit (a) they will be more costly than an efficient non-profit operation; (b) some essential services will not be provided because they will not be profitable; and (c) access to services for those least able to pay will be reduced.

The privatization of medical care means two things; first, the payment of public moneys for the provision of necessary services to profit-making enterprises; and second, the financing of services through user charges rather than through taxation. Both lead to the same thing, they result in an accretion of capital to the private sector. This has been an increasing goal of Tory Ministers of Health over the years and is the philosophical substance of the present government's policy in health, as in other matters. The Tory government in Ontario sees public sector employment and spending as at best a necessary evil. For this reason, it has not introduced the measures necessary to bring about the rationalization of services or fiscal control.

In some sense this is not surprising. From the beginning the Tories have never really been committed to the idea of publicly insured and regulated health services. Ontario was reluctant to join the federal medical care insurance plan in 1969, so much so that they



did so only after prolonged dispute with the federal government over the national medical legislation. In fact only the potential fiscal pressures of exclusion from federal cost-sharing with the inception in 1968 of the federal medical care Act dragged the Robarts' government, kicking and screaming, into the plan.

The Tories have never been committed to the idea that health care is the right of all citizens; they are committed, however, to the morbid idea that the private sector should gain from people's illnesses. Thus while the public sector is starved for funds, the private sector luxuriates in an excess of cash and increasing profits. We can see this in a number of areas.

Nursing homes, for example, represent such an area. Like laboratories, nursing homes represent a large, private profit-making activity which exists essentially on public money.

There are almost 400 private nursing homes in Ontario. By law they are required to have at least 75 per cent of their beds available for extended-care patients. Rates for these beds are fixed by the province; the province pays \$14.80 per day and the resident the remainder. On non-extended-care beds, the nursing home is free to charge what it will. It is estimated that over 90 per cent of beds in nursing homes are extended-care beds.

Recently, there has been increasing concern about the operation of nursing homes. The report of the inter-ministry committee on residential services notes that "Lack of admissions co-ordination and control allows nursing home operators to balance their work load in their own favour, that is admitting the less difficult and 'lighter-care' residents."

Because of imbalances in the whole range of care facilities for the elderly, and for financial reasons, many persons are placed on extended care who might otherwise be maintained in their own homes. It has been estimated that this could apply to as many as 30 to 40 per cent of persons in nursing homes.

We obviously must begin to develop non-institutional alternatives, as well as better assessment and satisfaction of needs for the elderly. Moreover, since any system of health care on a private basis must strive to maximize profits, this inevitably means that as much as possible it must seek to provide as little care as possible for as much money as possible; "Buy cheap and sell dear", which means that quality of care must suffer. Privatization, in this instance, means poor care.

On private laboratories, late in 1975 the Ministry of Health announced it would close four public health laboratories for an esti-

mated saving of \$400,000. In the same year the Ministry of Health paid an estimated \$66 million to private laboratories.

Private laboratories have proliferated since the introduction of OHIP in 1969. There are now some 280 private laboratories in Ontario, compared to 67 in 1967. Saskatchewan, by comparison, has only three private laboratories.

Profits from sickness continue to rise. MDS, for example, reported a profit of 62 cents per share for the year ended October 31, 1976, compared with 46 cents a share for the year earlier, an increase in profits of over 34 per cent in one year.

Private laboratories are profitable. They see themselves in competition with public and hospital laboratories and are concentrated in centres with already operating hospital laboratories, the places where additional laboratory services are least needed but are most profitable.

[5:30]

During the spring of 1976 numerous examples of questionable practices such as kickbacks and over-billing by private laboratories were raised in the press.

It is clear that not only is the government paying public money to private profit-making companies at the same time that public money is being cut back, but that the private sector is not being held accountable for the money it is receiving. Doctors can still own laboratories, they can still refer patients to the laboratories they own; they can still, in effect, pay themselves a fee for service they provide to themselves at public cost. And they can still earn a profit doing it. This is really what the Tory government means by free enterprise; the right to public moneys with minimal accountability to a fawning government paymaster.

Health insurance: This is an area which most people now associate with government but it is another area in which privatization is going on. As a result, the same old song is being repeated. Those are quotes from the Spectator of Saturday, August 28, 1976:

"Record Profits in Health Insurance. Canada's private health insurers had reason to fear medicare's advance outside Saskatchewan eight years ago. Suddenly, much of a market they had to themselves was to be usurped by nine provincial governments. Figures from the Canadian Association of Accident and Sickness Insurers suggest that some of those fears might have been unfounded.

"CAASI reported last week that the industry ended last year with an underwriting

gain—premium revenue over claims paid out—of \$270 million, a record for one year and more than triple the \$89 million it recorded for 1970. The short- and medium-term futures also look bright for the marketers of supplementary health and hospital insurance, dental care programs and five similar services. Governments are cutting back on new spending programs and plans to expand hospital and medical care programs were among the first to be shelved. This bodes well for private health insurers, particularly now that public programs have whetted consumer demand for more of the same, even at private industry's rates.

Private dental care coverage continued to increase sharply last year. At year-end in Canada there were over 2,500 groups with such a program.

"The industry has eight basic products. Extended health care insurance is its largest; coverage is also offered for loss of income, accidental death and dismemberment, creditor's liability, supplementary hospital care, dental care, drug expense; and one covering the last three."

OHIP: Is there any more control of the government-run public health insurance system OHIP in which the 1977-78 budget is estimated to reach a grand sum of \$950 million?

At the heart of our present medical care system is the OHIP insurance scheme. The key to fiscal control of any medical care system is information, specifically information as to which individuals are being treated by whom, with what services and for what purposes. None of these conditions of information is met by the current OHIP system.

First, OHIP does not know who it is insuring. As of July 31, 1976, OHIP records show over 12 million participants registered with the plan. Statistics Canada's June 1, 1976 estimate of the Ontario population was over eight million citizens. According to the Provincial Auditor's report this discrepancy is due to inadequate claim control procedures on the part of the plan.

Second, the OHIP file which contains the names and numbers of all practitioners registered with the plan apparently does not note information as to rural in contrast to urban practice, age structure, migration or training patterns, et cetera.

The system as it is presently organized is based on a passive model. Illness is treated when illness occurs; hospitals wait for disease, doctors wait for ill patients, patients accept passively what doctors tell them. Little effort has been made to initiate health

courses as an essential part of a school's curriculum.

Physicians, traditionally trained in hospital, tend to see the hospital as a place for treating all problems and do not perceive that we should shift from the present emphasis on acute hospital in-patient care to other forms of ambulatory health care.

As well as noting these problems within our health care system, I particularly want to deal with the question of changing from the approved illness-to-hospital curative approach to a preventive public health approach.

One of our first difficulties is that we neither fully possess the knowledge of what is preventable, nor do we have the know-how or sophistication of how to do it. But most important, we lack the will to change the system.

Secondly, our health professionals, especially the physicians, are stuck in curative medicine. This is linked to a third point, in that the educators in one health field, and especially that of physicians, continue to confirm that individuals are trained to deal with illness after the problems have occurred. In addition, the community expectations match, in a shared weltanschauung, the outlook of the medical profession. People tend to define health problems in terms of existing cure-dominated terminology; one goes to see a doctor when one is sick and the doctor deals with it.

From a bureaucratic organizational point of view the health care delivery system not only stresses the curative approach but virtually penalizes any attempt by health practitioners to provide a facsimile of preventive services; it pays the physician not for prevention but for an intervention.

Perhaps one of the greatest difficulties this government has had in failing to shift the health care system towards a prevention-oriented model is that it has not been able to satisfactorily define prevention.

"An ounce of prevention is worth a pound of cure", is a traditional proverb mentioned in *Aspects for Preventive Medicine*, an Ontario Economic Council monograph. One of the first who recognized the value of prevention was Hippocrates. He advised the populace to live on hillsides rather than in swamps as a means of controlling malaria. In an environmental sense he was absolutely correct.

Yet the definition of prevention is fraught with difficulties. There are two aspects of prevention; clinical prevention and public health. Clinical or secondary prevention is largely individual and more in the nature of improved diagnostic procedures. Public health prevention deals with collec-



tivity and society; it encompasses immunization, nutrition, sanitation, decent housing, occupational health and environmental health.

R. W. Morgan's monograph examines the worth of secondary prevention and points out that unless we change our approach to prevention to include a broader social context, the present prevention attempts in the field of clinical medicine may not be really worthwhile.

It is recognized that real advances and successes have been in the form of public health programs. Morgan points out that one of the problems is that the physician conventionally sees the patient only when the patient identifies himself as being ill and desires treatment. Additionally, the physician gets paid only while he is providing diagnostic or curative services; and finally, most of his education and training deals only with cures.

The monograph points out the absurdity of shifting significant clinical resources towards costly preventive programs only in the context of clinical syndromes. He mentions proposals by some physicians to screen the populace for a symptomatic coronary artery disease, submit the "abnormals" to coronary artery amiotomy and operate on those with radiographic evidence of coronary artery narrowing. Not only are those procedures extremely costly but also dangerous; and above all so far not validated as to both preventive and curative effect.

In that same monograph Morgan lists some of the more common diseases, outlines current prevention programs in Ontario and recommendations. The recommendations are only minimally directed at improved and earlier diagnosis; the bulk of them, and rightly so, advocate cessation of smoking, improved environmental health programs, changes of medical practice habits and improvement in occupational health standards.

The recommendations for prevention of malignant cancer of digestive organs and peritoneum bluntly suggest that the only thing that is effective is reduction of exposure to asbestos and vinyl chloride; and for malignant cancer of the urinary bladder, Morgan suggests improved industrial health programs.

The important statement in Morgan's monograph is that further secondary prevention, approached clinically and individually, will not improve the level of general health of the public or significantly diminish the incidence of cancer.

I think we could summarize where we are in preventive health with a story by Emile

Zola. As Zola tells it, a doctor friend told him that he saw his job as one of standing by the riverside and continually fishing victims out of the water, resuscitating them and sending them on their way; unless, of course, they drowned. After some time he became frustrated and said, "The hell with this, I'm going upstream to see who is pushing these people into the river."

Well this is where we are now in preventive medicine. Are we going to have the perspicacity and wisdom of the doctor and go to the root of the problem, or are we doomed to react to forces we cannot control?

We can see that secondary prevention, individual oriented and largely geared to improve diagnosis, will not improve in any significant degree the general level of health in Ontario. What will improve health? The great advances in the public health field have always been made by reason of general health measures such as clearing up water and sanitation, pest control, immunization, nutrition and housing. The measures have not changed and it is a sad comment on the management of the Ontario public health care system by the Conservative government that the main problem areas that need to be dealt with are nutrition, housing, environmental and occupational health.

To paraphrase A. Miller: "Occupational disease infects this nation like a plague." The occupational-linked diseases are the greatest health problem that faces this country and Ontario. The problem is immense. Our figures are not as specific and our investigations not as thorough as work done in the United States. For example, the US Department of Health, Education and Welfare has published studies that show there are at least four million workers who contract occupational diseases every year, and as many as 100,000 of them die each year. In addition the number of deaths in work-related accidents is approximately 28,000.

In the USA, one miner is killed every other day in coal mines and 4,000 miners die each year from black-lung disease. In the case of Canadian or Ontario miners, whether working in gold, asbestos, nickel or otherwise, the figures would have to be corrected according to our population, nor are they fully available.

How do we tackle these problems? What would have to be done? What would be the cost? What kind of structural changes would have to be instituted within our society to attempt to solve the occupational health problems?



There is need for more detailed knowledge about the effects of certain substances on the health of the worker and his or her family. Yet it doesn't mean that actions would be taken to correct the problem even if we had all the knowledge necessary. A good example is Dr. Selikoff's conclusive evidence that there is a connection between asbestos and laryngeal cancer, and yet our Minister of Labour (B. Stephenson) simply says that the evidence has to be once more analysed and put into perspective. No actions are taken; admission that Dr. Selikoff is right would involve the government and the companies in a significant expenditure of money.

The problems in occupational health are many and varied. Although we all realize the administrative responsibility for occupational health resides in the Ministry of Labour, the basic responsibility for the overall health of workers and the treatment of diseases once they get them lies with the Ministry of Health. If the government was pursuing primary prevention to the degree I am suggesting for the health of the workers, the Ministry of Health involvement would then be minimal.

The focus of our discussion in occupational health has been direct threats to workers' health such as poisons, unsafe machinery and airborne substances. But there are also indirect threats to workers' health. If the worker has no work satisfaction and if the work itself is repetitive and monotonous, malaise, anomie, alienation, sense of uselessness, meaninglessness and powerlessness, as well as physical stress disorders, develop. These psychological terms have actual physiological concomitants and can shorten life as effectively as the more obvious physical threats and toxic substances. In the words of Albert Camus: "Without work, all life goes rotten. But when work is soulless, life stifles and dies."

To make work more meaningful for the worker the patterns of work would have to be changed; for example with the worker working on the product from beginning to end, or with the worker participating in the decision-making process with a concomitant growing sense of ownership. Neither of these suggestions would be accepted by factory owners and factory managers since in capitalist societies capital controls the process of production and uses that control to optimize capital accumulations not worker satisfaction, worker's safety or any other human need. The representatives of capital say: Who can afford to have proper prevention in industry? What they really mean

is that they are not prepared to countenance redistribution of their surplus to the worker and a lessening of their profits.

[5:45]

To take seriously and implement completely any basic preventive measures in occupational health would cost money. The government with its concerns for a penny-pinching economy at the moment—like a typical reformed sinner Darcy McKeough now says penance after last night's, so to speak, \$1 billion debauch—is not prepared to say to its corporate masters: Pay even if your profits go down. That would be against the capitalist ethic of squeezing every dollar out of workers' efforts.

Any toughening of the occupational safety laws would run into out and out resistance from the industrial sector; and in some cases resistance from labour which is fearful of possible losses in a job-scarce market—artificially created by the controlling economic forces in order to control the labour force by a direct increase of unemployment.

When the worker does develop any occupational illness,—something that wouldn't have happened if prevention programs were ever really implemented—our existing health system swings into action in its full technological splendour. It includes diagnosis—often by more than one physician—x-rays, scanners, arteriograms, operations, pre-op and post-op radiations, nursing homes—even on occasion temporary home care—medications and funeral.

The full panoply of this technological marvel is used, usually without any real effort on the chance of survival of the afflicted worker. It is an intense consumption of high cost material, while it would have been cheaper for the society to try to prevent the occurrence of this cancer.

It would have been cheaper for the community and society, cheaper for the taxpayer, better for the worker; but not cheaper for the company whose profits would have been lessened by expenditure on safety and other preventive measures. The taxpayer pays for this high-technology mechanics; and safety too. It is public money, but medical technology is expensive, capital intensive and a highly profitable field for those who have invested in the companies which produce the equipment. The profits are astronomical and the market—hospitals and medical facilities—is totally captured and primed.

High technology medicine is big business. High technology medicine needs patients, but because of the high cost even a compliant government like ours balks at the ever exacted

cost; anyway, this high level of gadgetry can only be provided for a small proportion of the population.

Profit governs our health-care system, and there are high profits. These profits come to companies directly involved in the provision of health care services, for example, nursing homes, private laboratories, drug manufacturers and medical technology corporations. While cuts are implemented in vital health services, no effort is made to control the areas where private profit is made on our public moneys. No, the repeated statements of the Minister of Health, his parliamentary assistant and Mr. McKeough all glorify the profit motive in health and to take pride in fattening on our people's ills. Mendacity characterizes the Conservative government and its successive Ministers of Health in their approach to solving health problems.

One of the reasons there has been a resistance from physicians and other administrators to the comprehensive community-oriented health care approach is that comprehensive, community-oriented health care demands a collaborative, horizontal approach as opposed to the traditional authoritarian, vertical one. This redistribution in responsibility is not a change from experts in cure to experts in care, but rather giving the team, including the patient, responsibility for both care and cure.

Any move to implement the community health approach would come in conflict with the vested power of the physicians, who direct and partially control the health care system. Soon after a team approach becomes accepted and the physician is a member of the health care team, the other members would question the primacy and the hierarchical position of the doctors. But of even greater significance, the other members of the team might begin to question the disparities in income among themselves. Of course the best way for physicians to protect their incomes and their privileged role in the health care system is to maintain the existing illness-oriented health care system. The Conservative government at the present time is so closely linked with vested interests in the health care system that there is little hope of achieving significant change or redirection towards community care. The major thrust of the Conservative ideology has been that health is not a political issue and that government has no real place in the provision of health services. In fact, the Conservative government in Ontario has done everything in its power to modify government's involvement in this area.

First, the privatization of public health care

is such that corporations are able to profit from human misery.

Second, the Conservative government has created several structures to allow various professions to govern themselves; in the field of medicine it has gone as far as allowing them to set up a board which decides their fee scale despite the fact that these are public dollars that are being considered.

Third, problems in occupational health are seen to be in the purview of the industry rather than government, thus government's role is as a persuader rather than demanding that industry make the health of workers a high priority.

Conservative ideology founders here on two mistaken assumptions. First that health and politics don't mix; and second that health is a technical rather than a political issue. This ideology has been articulated by Lord Taylor, a famous British doctor and former president of Newfoundland's Memorial University, who said: "The doctor and the politician are completely different types of animal." This type of statement has gained currency in the community and is reflected especially in Ontario government reports. Repeatedly, ministers articulate the idea that though the government has a place in regulating certain aspects of health care it should withdraw as much as possible and leave it to the private sector and the professions to manage the great bulk of the work.

The physicians have recently engaged in a campaign to neutralize increasing community and governmental input into the health care system. They are involved, naturally, because their positions as administrators and directors of health care systems, as well as their comfortable lifestyle and privileges, are being threatened.

But the usual public-relations gloss given by the doctors is, again in the words of Lord Taylor, "a battle for freedom". Amidst the twaddle this medical guru usually produces is his unrelenting use of the word "freedom", a word which is certainly used in a misleading fashion; it is freedom for the physicians to keep benefiting from publicly-supported health care systems.

In contrast to Lord Taylor, who is a true apologist for the class system, Virchow, the founder of social medicine who joined the first working-class revolt of March 18, 1848, in the city of Berlin wrote, "That very word 'public' health shows that those who were and still are of the opinion that medicine has nothing to do with politics, shows the magnitude of their error".

We must not fall into the obvious fallacy and believe that the physicians actually con-



trol the health care system. The control of the system appears to rest in the hands of the medical profession, but actually the doctors, some of whom by class belong to the controllers of the system, are largely its administrators. The distribution and utilization of health resources is determined by the same forces that determine the distribution of economic and political power in our society.

Many of the critics of the existing health care system have tended to stress the problems of the system from the point of view of the "model", and have juxtaposed the outdated "medical model", with its emphasis on illness, hospital care and physician, with the preventive, community-integrated public health model.

On the surface this approach has much to commend it. It depoliticizes the health care issues and makes them easier to deal with. If, as it is postulated, the present health care problem is merely managerial and technological, then it should be relatively easy, given our modern resources and technology, to update our present health care system.

Why hasn't it happened? Precisely because health is a political matter and proposals to change the delivery system are not value free. It is, in fact, an ideological debate rather than a technological one. I have specified previously how a decision to implement a community health centre model with a team approach would ultimately put into jeopardy the physicians' favoured position.

There is another aspect of this value free fallacy which Ivan Illich puts forth. However, he is a misleading and ultimately more dangerous critic. In his book *Medical Nemesis*, Illich has blamed the existing problems in the health care systems on the requirements of the technological process characteristic of all industrialization and now inherent in this medical-industrial complex which is the present health care system. Illich, in fact, believes that industrialization in medicine leads to the creation of a corps of engineers in the medical professions comparable to the technocrats of the main bureaucracy. Thus, the industrialization of medicine means its professionalization and bureaucratization. Illich postulates the conflict between the medical bureaucracy as primarily the medical profession and the patient as the consumer. He argues that the whole society has become medicalized, for diverse reasons, until in a symbiotic relationship between the medical bureaucracy and society, society defines many of its problems in medical terms and constantly seeks solu-

tions in more expansive health care systems which use up societal resources at an ever-increasing rate.

Illich's solutions are to deprofessionalize and to debureaucratize the system, ultimately to some kind of state where formalization to receive care should be left to the choice of the individual, with collective responsibility for the case reduced and individual responsibility maximized. Self-discipline, self-interest, and self-care should be the guiding principles for the individual in maintaining his health.

I have spent some time dealing with Illich's concepts and his ideas of clinical and social iatrogenesis—the medicalization of our society—not because of its intrinsic value but because those ideas have been picked up by very influential people—the past federal Ministers of Health; Mr. Lalonde; and Mr. Miller, the past provincial Minister of Health.

Mr. Lalonde, in his report *A New Perspective on the Health of Canadians*, a working document, and Mr. Miller, have basically adopted Illich's point of view that it is the individual who is basically responsible for his own health.

Mr. Miller, maybe more single-mindedly, has said that if everyone stopped smoking, reduced his weight and went for a walk most of the health problems would go away. Just as well he didn't make this type of speech in Elliot Lake, at the Matachewan asbestos mine or in the area of his neighbourhood lead-producing factory. To perceive the cause of health problems as individual and the nature of interventions as individually-oriented—health educators in prevention and clinical medicine in care—is to deny the economic and political basis of this problem.

Consequently, the Canadian and Ontario governments have encouraged and structured those health programs, such as health education that are arrived at bringing about changes in the individual but not in the economic or political environment.

As Navarro said in his article *Social Class, Political Power, and the State; Their Implication in Medicine*: "It is interesting to note that while much of the disease affecting the working class in Engel's time was supposedly due to the poor moral fibre of the workers and their families, today the poor health conditions of that class, and of the majority of the population, are assumed to be due to their lack of concern for their own health and their poor health education. In both cases, the solution to our public's lack



of health is individual prevention and individual therapy."

Illich's dismissal of the concept of social class as an irrelevant category for his analysis, leads him to see the conflict in a compartmentalized way, taking place among individual holders of skills and trades on the one hand and the supposed benefactors of those skills and trades, the consumers. What Illich does not understand is that the functions of the health industry are primarily determined outside and not inside the health sector. This is understood perfectly by the Conservative government of Ontario, but denied in practice.

It is easy to understand why the government treats health in isolation and why successive Conservative Ministers of Health exhort people to behave themselves and be healthy. It is because the Conservative government identifies with the corporate, capitalist elite of our society. It is the corporate class dominant in our society that would not allow any significant changes in the industrial sector, like really tough occupational health standards or worker participation in major decisions.

As Navarro points out in his critique of Illich, contrary to what Illich believes the health sector is administered, but not controlled, by the medical profession, and the first and final voice in the most important "corridors of power" in the health sector are the same corporate groups. Those groups are composed mainly of the upper corporate or capitalist class that control and/or have dominant influence in the organs of production, consumption and legitimization in our society. We cannot have better nutrition, housing, less alienation at work, safer work places, unpolluted environment and community health centres because to introduce even some of these preventive measures

threatens basically the class system of our society.

The main health problems of working Ontario are a result of lack of power and control over our economic, political and social institutions by the majority of our population. It is the responsibility of the NDP, as the party of the working people, to reaffirm our ideological commitment to community-based health systems and to a major redesign of occupational health problems, that will on one hand protect the health of the workers and on the other hand create a different work situation in which the worker will be a partner, not an object. Also, it is the responsibility of the NDP to state, and if successful electorally to implement, the four key principles of the NDP health policy. These are: 1. Focus on health, not illness. 2. The inseparability of man's biological, emotional and social needs. 3. All members of society have a stake in the health system. The people likely to be affected by health decisions have a right to participate in the making of those decisions. 4. Health is a right, not a privilege, and consequently the health care system must be organized in such a manner that quality health care is available equally to all.

**Mr. Conway:** Mr. Chairman, I would beg your indulgence to make a correction because I read this improperly. I had asked the minister, if he could do so some time this week, to comment on the estimated cost savings and I had confused that. This minister's predecessor had spoken to us last year, on June 22 I think, indicating that a \$27-million cost saving, at an annual rate, could be effected by including the hospital closing program together with the psychiatric. I am sorry to have confused that, involving the whole program, not just the one.

The committee adjourned at 6 p.m.

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 Wiseman, D. J. (Lanark PC)

#### Ministry of Community and Social Services officials taking part:

Barnes, P. H., Executive Director, Management and Analysis  
 Thomson, Judge G., Associate Deputy Minister, Children's Services











No. S-25

# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Estimates, Ministry of Health



### **First Session, 31st Parliament**

Tuesday, November 15, 1977

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, Q.C.



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## LEGISLATURE OF ONTARIO

TUESDAY, NOVEMBER 15, 1977

The committee met at 3:30 p.m.

### ESTIMATES, MINISTRY OF HEALTH (continued)

**Mr. Chairman:** I believe the official opposition critic and the third-party critic have posed some questions. Perhaps the minister would want to reply now.

**Hon. Mr. Timbrell:** Thank you, Mr. Chairman. There were a number of questions raised yesterday to which I would like to respond. The first question which was sent to me by Mr. Conway was, "What is the status of a proposed ministry advertising program regarding health care costs, et cetera? Has this program been delayed several months and, if so, why? What groups will provide the input for such an advertising campaign and what is the thrust or theme of the program?"

Mr. Chairman, the ministry will be undertaking an advertising program early in the new year which will discuss health costs generally, to create an understanding of why, how and to what extent health costs have been rising.

We also plan to discuss who actually pays for health costs so that everyone becomes aware of this. I'm sorry to say very few are aware that they do, in fact, pay for health costs whether it's through their premiums or through taxes. Premiums now are only covering about 21 per cent of the total cost of health care. The balance is made up from transfer payments and tax points from the federal government, and through provincial taxes.

It has taken longer to pull together than I would have liked, but I don't know if it is true to say it was delayed in the sense of being put on the back burner or anything like that. There have been a lot of other things that have occupied the time of the senior staff of the ministry and myself in recent months. If we simply had more time, we could have pushed it along more quickly but we just haven't been able to.

We've had discussions with a number of associations, including the Ontario Medical Association, the Ontario Hospital Association and the Registered Nurses' Association. The

ministry accepts that the responsibility for the forthcoming campaign must rest with the ministry. We are hoping that we can develop a collaborative effort with these associations.

I don't think there is much question that we agree on the points that have to be made, and I think that if the points were made by the government as well as the providers, the impact of the message would be greater.

The second question the member posed—and he was good enough to send to my office late this morning—was: "To the best of your knowledge, what have been the cost savings from the closing of hospitals and public laboratories? Mr. Miller indicated last year that the combined effect of these closings would be something in the order of a \$27-million saving annually; does this projection seem relevant or accurate today?"

I would like to deal with the question in about three parts. First of all, under laboratories services branch, the ministry closed four provincial laboratories and, as a result saved approximately \$400,000—that's an ongoing saving.

Some 45 staff received layoff notices, but all were offered other positions if they were prepared to relocate from the locations where they were employed at the time of closures. Our records indicate that when all was said and done some 14 staff were actually laid off but, of this number, three elected to take early retirement. Therefore, the remaining 11 staff, as far as we know, found employment elsewhere. These closures were announced in December 1975.

As far as hospitals are concerned, four were closed—all were private hospitals—in Virgil, Kemptville, Copper Cliff and Bobcaygeon. There, the savings run at about \$800,000 a year. Other constraints, including bed closures—there were several thousand beds closed, providing the biggest savings—resulted in an estimated saving of \$26.2 million. That includes the \$800,000 for the four private hospitals, to which we add \$25.4 million to get a total for that category of \$26.2 million.

Under the psychiatric hospitals branch, the closure of Goderich and Timmins was estimated to produce a total saving of \$5.4 million. However, as part of the provision of clo-

sure, it was agreed that we would provide the following: First, child and adolescent provisions at Goderich and Timmins at a cost of \$586,000, an adult ward for mental health purposes at Stratford, Goderich and Timmins in the public hospitals at \$500,000 each or a total of \$1.5 million, and \$500,000 was provided for adult mental health services through Dr. Lynes's group. Dr. Lynes is the senior consultant in the ministry on psychiatric medicine.

So that \$5.4 million should be reduced by \$2,586,000 in moneys provided. It wasn't a case of taking back into the ministry all of the funds that were being then spent on those institutions. In fact, a large portion, almost half, is being spent for other forms of psychiatric services in those areas.

In this case, to bring you up to date as far as numbers of staff and so forth are concerned, layoff notices were mailed to a total of 524 staff; 204 of these were at North-eastern Regional Mental Health Centre and 320 were at Goderich. Apparently, we were advised by our staff, that a very high percentage of these 524 were employed either by ComSoc—as you know, in both cases they went in with MR programs—or by the general hospitals in the areas that are expanding their psychiatric units, namely in Stratford, Goderich and Timmins.

Question three asked: "Can the minister review the process by which Doctors Hospital was saved? Why and how did the present minister come to a position that was quite the reverse of that taken by Mr. Miller, who was adamant that Doctors Hospital should be closed?"

Before I go further into this, I should repeat what I had to say in the Legislature in April, when I announced my decision in this matter. If I may, I'll just take a minute to repeat that because I think it best answers the question as to the process.

"Following the announcement last year of the hospital closings, my colleague, the Hon. Frank Miller, the then Minister of Health, asked the Ontario Council of Health to undertake an impartial review of the supply and the need for hospital and nursing home beds in Metropolitan Toronto. The Council of Health established a task force under the chairmanship of Mr. W. R. Allen, Q.C."

I think members of your party, perhaps, best know Mr. Allen. He used to be a lawyer to an uncle of mine but he has never seen the light politically.

"The report of this task force is based on the Woods Gordon report of October 1976, commissioned by the ministry in July 1976,

which compiled descriptive and analytical data to enable the Council of Health task force to make specific recommendations for the rationalization of beds in Metropolitan Toronto.

"The data on hospital beds in services used in the study was supplied by the facilities themselves. The Ministry of Health is in general agreement with the report and its recommendations. It will be apparent from reading the report that matters of timing, definition and implementation require further study and discussion with the groups or individuals affected.

"The ministry will arrange to meet with the appropriate parties to discuss the application and implementation of the recommendations. At the same time, ministry review teams will examine the more technical recommendations and advise me on the steps necessary to put them into effect.

"Once the discussion review process is complete, an implementation plan will be developed for discussion with those involved prior to its initiation.

"The first recommendation deserving special comment is that a district health council be established for Metropolitan Toronto."

And I hope that the member for Parkdale (Mr. Duksza)—like myself, a Metro member—and the member for Bellwoods (Mr. McClellan) can get into this later, talking about planning for Metropolitan Toronto in the future.

"The ministry fully agrees with the recommendation but has committed itself to await the report of the Robarts commission on Metro Toronto, which may have a bearing on how such a council is to be established.

"The recommendation to establish an assessment placement agency to co-ordinate movement among levels of care, as well as initial access to long-term care and home-support services, is also completely consistent with the intentions of the ministry. It is also consistent with the intentions of the Ministry of Community and Social Services which would, of course, also be affected by such an agency. Discussions are under way between our two ministries on the provision of assessment and placement services. Metropolitan Toronto will receive a high priority.

"Concerning bed rationalization, the task force recommends that the Salvation Army Grace Hospital cease operation as an active treatment hospital, converting to an alternative use in keeping with the role of the Salvation Army.

"At a meeting on Monday, April 4, between Commissioner Arnold Brown—now General of the Salvation Army—"it was



agreed"—and there were a number of points that followed; first—"that the Salvation Army Grace Hospital would cease to function as an active treatment hospital during 1977"—and that is under way—"that planning for the development of a new Salvation Army Grace Hospital in Lamoureux would start in the fall of 1977, with operations of the first phase of the new facility to begin in 1982-83."

[3:45]

Last week I spoke to the hospital association with regard to capital programs and they will be one of those being advised that there is an amount of money in the balance of this fiscal year and going into next year to begin the planning for that facility at Lamoureux some time in the early 1980s.

"That discussion would begin immediately with the downtown Salvation Army Grace Hospital, the Hospital Council of Metropolitan Toronto and the Ministry of Health on the development of a program of long-term care at this facility, with emphasis on palliative care for the terminally ill. Some day-hospital facilities will also be provided.

"That too is well under way. In fact, if I remember correctly, the paper we had from the Salvation Army Grace Hospital has been in for about six weeks. Basically there is no problem; it is concurred in by the ministry and the Army.

"The task force supports the view taken by the ministry in 1976 that an active treatment hospital should cease operation in downtown Toronto. However, the task force recommends that this be the Grace Hospital whereas the ministry had proposed Doctors Hospital. It should be recognized that the task force was in possession of the additional data produced by the Woods Gordon study and that their recommendations will not yield the operating cost savings the ministry was looking for—savings that had to be realized by reducing other government programs.

"My ministry will continue to fund the Doctors Hospital. We shall, however, pursue the current court case on hospital closings to settle the questions of principle concerning the ability of the ministry to close facilities it cannot fund." I'll come back to that, because there were subsequent events.

"The ministry agrees with the recommendations concerning incentives to encourage health facilities to make better use of their resources"—

Mr. McClellan: Could you just back up

again and run that business of pursuing the court cases?

Hon. Mr. Timbrell: Yes, I said I would come back to that, because there were further events.

Mr. McClellan: Oh, fine.

Hon. Mr. Timbrell: "Regulations have recently been passed increasing financial support to hospitals in need of financial assistance to amalgamate duplicated services or to make capital investments that will result in operating savings."

That was a regulation that was brought in, I think, in January, just before I went to the ministry. It provided that in cases where, through amalgamations of services within a hospital or between hospitals, the capital cost could be recovered within a maximum of five years from operating savings. The ministry would pick up 100 per cent of the capital cost, whereas the usual rule is two-thirds/one-third in southern Ontario and five-sixths/one-sixth in northern Ontario.

"The ministry appreciates the approach taken to the recommendations on paediatric bed rationalization, and bed alternatives." I think that is getting into other areas. I don't know whether you want to discuss them now or not. There are obviously a great many other recommendations of the task force. What I was trying to get into in this part of the statement had to do with paediatric beds. I believe 73 was the number of beds that were surplus in Metro. Perhaps I could give you a brief update on that.

"A number of the 30 recommendations from the Ontario Council of Health's Metropolitan Toronto bed study report have far-reaching implications affecting the whole province; hence their application requires careful consideration by and assistance from groups affected. Some of these groups with whom meetings are being held include the University Teaching Hospitals Association, the Hospital Council of Metropolitan Toronto, the Ontario Council of Administrators of Teaching Hospitals and the Ontario Hospital Association and, within the government, the Ministry of Community and Social Services. Of particular note is the study being undertaken to rationalize emergency services in Toronto"—this was one of the other major areas covered in the report—and the cooperative action being taken by a committee chaired by Dr. Jack Genesove of the Ontario Medical Association and composed of representation from the Hospital Council of Metropolitan Toronto and the Ministry of Health.

"This committee has been formed to assist

staff at the Salvation Army Grace Hospital being displaced because the hospital is well on its way to being converted for palliative care for the terminally ill and long term-care use. All other recommendations are being studied by the various groups for action to occur as soon as possible in the future."

Let me go back to the question of the court case. Then I'll come back to something else. As you know, the divisional court in 1976 decided that the orders in council which purported to have the effect of closing Doctors Hospital, Durham Memorial Hospital, Clinton Public Hospital and Chesley and District Memorial Hospital were invalid. At the time, the Attorney General appealed that decision to the Court of Appeal. Prior to the hearing of the appeals in May—I think it was May 3 or May 4, something like that—the Attorney General withdrew the appeal with respect to the Doctors Hospital because we'd had the Ontario Council of Health task force report on Metropolitan bed studies and, based on that and on meetings with the Salvation Army, we made certain decisions which are now being carried through.

When it came up in court—I think it was on May 3—the Attorney General applied, and with the consent of all the remaining hospitals which were parties to the action, the other appeals were adjourned sine die with the proviso—I don't know whether we argued for this but anyway, it's attached—that any of the parties on either side could bring it back to the Court of Appeal on one month's notice to the other parties.

The reason for that is that there are bed studies under way in those areas. We have the hospitals working with the ministry or with one another or whatever, rather than sort of keeping the pot stirred up as it were and just engendering more ill feeling. It was my feeling, and the Attorney General agreed, that since we are trying to work together it was better to just adjourn them sine die and I certainly have no plans at this point to recommend bringing them back on.

Perhaps I can just give you the status report of the two other bed studies that are relevant to that matter. In Grey and Bruce counties, the hospital and nursing care bed study was started in March of this year by the Grey-Bruce District Health Council following the ministry's request for advice from the district on the rationalization of such beds. They appointed a seven-member task force with representation from physicians, hospitals, nursing homes, homes for the aged and the general public, and to assist the task force the district health council retained the services of McKinsey and Company.

In July of this year the task force presented its findings to the district health council and the council at that point accepted them in principle for further discussion with all concerned. It has held meetings in five different catchment areas within the counties of Grey and Bruce with various groups, hospitals, and health agencies, to discuss the findings and to seek further input and comments. It has set the deadline for such submissions as being the end of November 1977. We expect that the council will then submit its report officially to the ministry in February or March; late winter or early spring 1978.

In the counties of Huron and Perth, where a health council doesn't exist, in June of this year a meeting was held between ministry consultants and representatives of the eight hospitals which are in that two-county district. After those discussions the hospitals objected to the methodology which was suggested by our staff consultants and they asked for more time to discuss the matter among themselves.

In early November the hospitals had responded by raising three major questions. The first was: Who is going to pay for the study? That always seems to be number one. They seek a methodology change to a four-day survey over one year rather than a one-day survey only, and that diagnosis by a family physician be the only diagnosis considered. The ministry is looking at this further, so that's nowhere near as far along as Grey and Bruce but we'll try and sort that out. That covers that.

You didn't include in your written questions, Mr. Conway—but I took note of it and most of my staff did—the question having to do with child and adolescent services.

**Mr. Conway:** Yes, I thought we would do it later, because Mrs. Campbell wants to be here and she is not able to guarantee being here today. That's why I have exempted it. That's being brought up purely because of the discussions that took place in the preceding estimates in this committee.

**Hon. Mr. Timbrell:** All right. I can give you some information today; but if you would rather hold it over, that's fine.

The next question: "Would the minister detail for us, to the best of his information, the means by which the Royal Canadian Mounted Police has obtained medical information on certain Ontario residents? What, if any, corrective or disciplinary action have you taken regarding allegations by the Globe and Mail with regard to certain profiles which were apparently run by OHIP data processors on certain venereal disease cases?"

Dealing first with the matter of the RCMP, as indicated yesterday in the House and out-



side the House to the press, given what was printed then and even today—especially what was printed in this morning's newspaper—it seems that this problem predates OHIP. As you know, before January 1, 1972, about 80 per cent of the claims insurance records were in the hands of private carriers. It was not until January 1972 that OHIP took over that entire function.

The other thing is—and, again, it is difficult to know from the press reports—that my staff has advised me that, from what has been written, the patient records we're talking about could have come from doctors' offices or some other similar source rather than a central source. At any rate, the Attorney General has asked the appropriate office—there's a name for it—of the RCMP for a report. We agreed in a conversation this morning that we would wait until the end of the week to see what kind of response we get from the RCMP, assuming we get one this week. Then, based on the evaluation of their response, we would decide whether we want to pursue it further.

I notice that the Solicitor General, Mr. Fox, has indicated—again, in this morning's press account I believe—that whatever information he has in this respect is going to the MacDonald commission. We will have to wait and see what answer we get to the Attorney General's request for information to decide whether that's going to be sufficient for us or not; whether that will cover the problem.

**Mr. Conway:** On that point, what would your position be with respect to the Attorney General's comments of last night or as reported in this morning's papers, that, given certain possibilities, the idea of an Ontario inquiry is a live option, as I think he described it? Are we to assume that if there is any suspicion on your part that some of this procedure postdates January 1, 1972, you will encourage him to proceed with that?

**Hon. Mr. Timbrell:** Obviously, I haven't been as close as the Attorney General to the overall question because of his liaison with the federal law office. I would want to reserve judgment on that until I have some appreciation of what this commission that the federal government has established is likely to get into. I don't see that the public good would be served by a duplication, if they are going to cover what we would want to cover anyway.

All I can report is based on the written accounts. The feeling of my staff is that it probably does predate OHIP. At least, I've not seen anything that says it came from OHIP. It talks about medical records and, in

fact, the Solicitor General of Canada, in the Commons yesterday or last night, talked about 1970-71, which is certainly pre-OHIP.

**Mr. Conway:** That was my next supplementary: I wondered what specific evidence—beyond that date identification by the federal Solicitor General—you might share with us to confirm that most of this predates January 1972.

[4:00]

**Hon. Mr. Timbrell:** Officials of OHIP are here if you want to talk to them about it. However, the information I have had to date is that there is no record of any contact, certainly no authorization or sort of thing, between OHIP and the RCMP. I think that is correct.

**Mr. Conway:** That there has been no contact?

**Hon. Mr. Timbrell:** No, seeking information. Of course, the Act requires the general manager, who is here, to keep that confidential anyway, but I am advised that he has never been contacted to seek the kind of information referred to in the recent media reports.

**Mr. Conway:** Nothing has transpired to make him feel that there might be some surreptitious means being employed. There is nothing that you have had any trace of?

**Hon. Mr. Timbrell:** There has been no such indication.

**Mr. McClellan:** Since the allegations have been made that the Toronto OHIP office was a source of information—

**Mr. Cooke:** That was the report on CBC.

**Mr. McClellan:** Right—I'm not sure why you come to the conclusion that the allegations—I'm just dealing with the content of the allegations—are limited to pre-OHIP times. That is certainly not my understanding of the allegations being made in the newspapers and on television, particularly the CBC.

**Hon. Mr. Timbrell:** All I can tell you is that there has never been a contact.

**Mr. McClellan:** There haven't been formal requests from one organization of the other?

**Hon. Mr. Timbrell:** I suspect that like most radio stations, the CBC has done its research by reading the papers, and sometimes it does paraphrase. All I am saying is that it has not come to my attention, because I never listen to the CBC, but I do read the Globe and Mail.

**Mr. McClellan:** I wouldn't be quite so glib in dismissing the CBC's investigative reporting on this issue. They have been unerringly accurate on a number of other incidences



they have dug up and which were confirmed in Parliament the following day.

**Hon. Mr. Timbrell:** They have also had some bombs.

**Mr. McClellan:** I'm just not comfortable with your dismissal of the allegations with respect to OHIP. I would like some assurances that you are taking it a little bit more seriously than that.

**Hon. Mr. Timbrell:** I think you know that is the case. As I answered to Mr. Conway, the general manager has never been approached for that kind of information. There is no evidence that we can find that there have been any "surreptitious activities" in respect to those files.

It has not been suggested to me, by CBC reporters or anybody else, that it was the Toronto OHIP office. That is a new one to me. I can only go by what information I have read in the print media and the inquiries I have had from the press. For instance, I am not aware that I have had a call from CBC seeking a reaction to that kind of statement—but I have been tied up here for a couple of days.

**Mr. McClellan:** It might be worth your while contacting the CBC to obtain transcripts of stories that have appeared on the national news within the last two days. I would have thought somebody on your staff was monitoring this.

**Hon. Mr. Timbrell:** I am sure the CBC will contact us. We have a lot of things to monitor and we try to do that as thoroughly as possible.

**Mr. Cooke:** If the RCMP wanted information, they wouldn't call up the general manager of OHIP and attempt to get it through that source. The allegation, as I understand it, is that it was employees of OHIP who were doing this. That is what was indicated on TV.

**Hon. Mr. Timbrell:** Let's be frank. When you talk about any of these systems, they are only as secure as the people you have, the chain being as strong as the weakest link. It is then very important to consider how staff are chosen and supervised, and the procedures that are in place.

I want to get into the fact that the investigation by the OPP, which we sought and they agreed to do as a result of earlier allegations with respect to VD information, is still under way. I expect it will be about mid- or late December before they complete their work.

A detective inspector has been assigned to be in charge of the case. The opinion he has advanced to date, I understand, is that

the existing system is very secure relative to other systems they have examined in similar circumstances. They make the point, again, that it comes down to the individuals employed, and that it's a matter of constant supervision and ensuring that the checks and balances are there.

**Mr. Conway:** On that point, Mr. Minister, I wonder whether the ministry, through OHIP, requires as a routine procedure that security checks be run in the very sensitive area where data programmers are involved, either directly or through contracts.

**Hon. Mr. Timbrell:** On the individual employee?

**Mr. Conway:** I am referring to the Furness article, where he speaks of the so-called fun testing that was alleged to have been done. I wonder since the article does not make it clear, if there is a procedure whereby routine security checks are done on the very few people who are involved as programmers?

**Hon. Mr. Timbrell:** You mean after they have been employed?

**Mr. Conway:** As a criterion for employment. For example, if I expressed an interest, and was able to demonstrate a competence to the OHIP people as a data programmer in that very select area, would I be subjected to a security check at any point?

**Hon. Mr. Timbrell:** Not in the usual sense of a security check. One thinks of security in terms of national security or that sort of thing.

**Mr. Conway:** What impresses me, and I am sure you as well—I can well recall this from my days in Waterloo with the university computer banks that were there—are the tremendous difficulties that can be created by experts, especially in this case with all the data that's available. That's a very mighty power and, quite frankly, seems to me, if you want to be negative about it, that a grave transgression is possible at the individual level.

**Hon. Mr. Timbrell:** If you want, it might be worthwhile having Mr. Sarjeant detail, all the way through, how the system is set up. He's here if you want to do it now, but we can do it later.

There was one other matter that came up in July, I guess. I am not sure whether this was part of your question yesterday or not, but it had to do with the business of claim cards showing up in July or August. The representatives of the medical association did come to see me, and brought with them a three- or four-inch stack of claim cards. I just wanted to give a status report on that.

First of all, all of the claim cards are

being shredded prior to disposal in the Thunder Bay, Windsor, Kingston and Ottawa offices. In the remaining offices, the procedure has been to store them in special storage bags and to ship them to a company called Data Surplus Cards for destruction. The procedure is as follows. First, Data Surplus collects the material from the OHIP offices in an enclosed vehicle. The vehicle goes directly to the plant and unloads the contents in a specially allocated area for confidential material. Then all the material is shredded into quarter-inch shreds. The shredded portions are then baled by large presses and shipped to paper mills. The staff of Data Surplus Card are all bonded and, they tell us, security-conscious.

Prior to disposal, the districts take all possible steps to protect the confidentiality of material during the processing. As soon as shredding and baling equipment is obtained and installed, all the districts will shred confidential material before disposal, rather than the method used now. The purchasing section is reviewing various machines available before asking for tenders for equipment. The accommodation section is reviewing space needs for the equipment. This includes power requirements, hard-standing, noise control, dust control and fire prevention. We expect that by the end of December we will have a decision made on the equipment and, depending on the space requirements, it should be installed soon after that.

I think it might be worthwhile to read a few pages to you. This has to do with physical security; these are extracts from the computer users' manual of the Ministry of Government Services. You understand that MGS has overall control of computer matters with the government.

First of all, under the "General" heading is the goal or purpose of the branch: "Providing data processing facilities for our customers requires that we handle large volumes of data. The Leaside data centre's security systems are designed to ensure that customer's information is kept confidential, data is kept secure and programs are protected."

Under the heading of "Building Security": "Physical site security is designed to safeguard against both acts of nature and unauthorized personnel. Power and cooling deficiencies are detected and an alarm is sounded, thereby giving operations time to perform an orderly shutdown. For water-cooling problems, the centre is equipped with automatic switching to a backup cooling system to ensure maximum availability. Smoke and fire detectors are situated throughout the

computer room and, when triggered, an audible alarm is sounded. Fire extinguishers filled with Halon gas are strategically located throughout the computer room to ensure rapid suppression of any fire without contaminating files or equipment.

"Admission to the computer room proper is restricted to authorized personnel by means of cipher-controlled locks to all entrances. During normal working hours, customers are allowed limited access to the computing facilities via the customer job submission area. This area adjoins the main computer room and contains local reader, punch and printers to facilitate submission of batch jobs directly to the computer.

"Computer operations staff are present to accept input from customers, read the input into the machine, co-ordinate and return the output to the pickup area.

"The customer job submission area is separated from the main computer room by means of security glass partition and cipher-controlled lock. In fact, the entire main computer room and tape library are completely enclosed by security glass."

Under "Data Storage"—I think all of this is relevant to what we are discussing—"This section deals with security of data while it is being stored between uses. There are primarily two media on which data are recorded—disc and magnetic tape. First, disc packs. (a) On-site storage: Disc packs are kept in the computer room in a locked cabinet. Since the packs are kept in the computer room, all of the security measures discussed in the physical site security section apply.

"(b) Off-site storage: There is no provision for physical storing of packs off site, since the contents are usually copied to tape and the tapes are transported to a secure off-site location specializing in storage of computer records.

"(c) Removal of disc packs from data centre: Physical removal of disc packs from the data centre is discouraged, even if the packs are entirely leased by the customer. The recommended procedure is to copy the contents to tape and remove the tapes. However, if a request is made in writing to the manager of computer operations, removal of private"—in other words, leased—"disc packs will be permitted.

The second has to do with magnetic tapes. [4:15]

Mr. Conway: I would interject here, with your indulgence, Mr. Chairman, to ask a question. I assume that the Ministry of Health is a major customer in this operation,



and that the caveat is there because that procedure does occur from time to time. I wonder, does it occur specifically with the Ministry of Health and, if so, what sorts of situations would create that kind of unusual requirement?

That may be a premature question, I realize.

Hon. Mr. Timbrell: Mr. Sarjeant is here. If you'd like, he can answer it right now rather than letting it hang.

Mr. Conway: It might be easier.

Mr. Sarjeant: I'm not aware of an occasion on which we've been asked to remove a disc other than for reasons of storage as you outlined, Mr. Minister, for security.

Hon. Mr. Timbrell: Continuing then, Mr. Chairman, with respect to magnetic tapes and section:

"(a) On-site storage: Magnetic tape reels are also stored in the computer room proper and as such are subject to all the physical site security features.

"A section of the computer room is set aside for the tape library and currently contains some 25,000 reels. Files of more sensitive information may be stored in a fireproof vault at the Leaside data centre.

"(b) Off-site storage: Off-site storage is available at a secure location specializing in storage and maintenance of computer files.

"(c) Removal of tapes from the data centre: Physical removal of reels of magnetic tape must be requested in writing via a special tape management software form sent to the tape librarian. Before the librarian releases the tape, the ownership and identifying information is verified. TMS"—tape management software—"is informed that the tape is going 'out of area', and the specified destination is recorded. The tape is then removed and packaged for transportation."

It goes on into further general information—accounts, security, application of programs, data access—if the member is interested. Shall I carry on?

Mr. Conway: No, I'm not really all that concerned, although I am rather fascinated to hear that there are some conditions under which there is movement. Since I'm sure there will be great public interest in it, maybe we can talk about it later. I don't want to delay my friend from Parkdale (Mr. Dukušza) unduly.

Hon. Mr. Timbrell: There is one further section that may be worth reading into the record now and that has to do with data access. Perhaps it will assist you in forming your questions later.

"Most customer data is stored on one of two media (i.e. disc or magnetic tape). In order to access data stored on an on-line (i.e. available 24 hours a day) disc pack, you first have to determine the name assigned to this particular collection or set of data, as well as the identifying number of the particular disc in question.

"Although this may not sound difficult, we encourage you to use non-trivial names for your data sets. As well, we have removed from general use those utility programs which would allow someone to list the names of all the data sets on a particular disc pack.

"The next level of security for disc data sets is generally termed 'expiry date' protection, which means a data set cannot be modified or deleted from the disc without specific approval from the main console operator. This effectively allows read-only access to unauthorized users.

"Password protection is the next level of security for disc data sets. Various levels of passwording are supported. For instance, you can prevent data from being changed in a data set (unless the password is supplied) but allow it to be read. Further, you could protect against reading and writing unless the password is provided.

"The Leaside data centre supports a further level of protection over and above the standard password protection that the standard IBM operating system supports. This additional protection can be used to supply one additional level of protection to those above or in lieu of any or all of the above. Data residing on 'mountable' disc packs may have all of the above plus the added protection of residing in a locked cabinet when not in use.

"For customer data stored on magnetic tape security features also prevail. As with data stored on disc, it is necessary to know the name assigned to the collection or set of data as well as the identification number of the particular reel in order to process the reel of tape. This information is contained in the internal label, i.e. actually recorded on the first inch or so of processable tape.

"At other installations, it is possible to have the tape mounted and print this labelled information in order to facilitate processing the data; however, at Leaside this feature has been removed. Therefore, someone must know all of the identifying information in order to access the data.

"To further increase the integrity of the data stored on tape, the standard tape han-



dling facilities in the operating system have been augmented by tape management software. TMS maintains information on every reel of tape in our tape library. As well as being aware of every attempt to access a tape, TMS actually prevents unauthorized accesses and/or deletions of data. TMS also prevents inadvertent loss of data by forcing the user to specify the length of time the tape (and thus the data) is to be held for read-only processing."

I think that might be of some assistance to you.

**Mr. McClellan:** When was that system instituted, Mr. Minister?

**Hon. Mr. Timbrell:** The covering memo is August 9, 1977, but this was a memorandum to the general manager of OHIP.

**Mr. Conway:** Just while we have Mr. Sarjeant here—

**Hon. Mr. Timbrell:** Is this an update or is it new?

**Mr. Sarjeant:** The system is always under review, sir. That has been in place since then and, gradually, refinements are added as time goes on.

**Mr. Conway:** When would the core of that system really have come on stream? Since about 1974?

**Mr. Sarjeant:** I would think that the core of that would have been initiated with the initiation of OHIP data at the beginning of the early 1970s.

**Mr. Conway:** Coming back to a point that I raised with the minister just a few moments ago, do you have any information as to whether or not the programmers, or those people in actual contact with much of the data, undergo any security checks? Those people would be hired by whom?

**Mr. Sarjeant:** They would be hired by the Ministry of Health.

**Mr. Conway:** Do you have a procedure whereby all those people involved in very sensitive information collection undergo any kind of checks?

**Mr. Sarjeant:** We are examining the question of initiating formal security checks. We don't use that procedure at this point in time, through a police security check. We are reviewing and strengthening our processes for educating people, reminding them of the sensitive nature of the information they're dealing with. There is, of course, the oath of secrecy that every civil servant takes and we've been relying on that as a reminder of the professional obligations of these people.

**Mr. Conway:** We had that article in the *Globe* of November 1, on the question of the Leaside data centre, and it said the programmers "often run fun tests." What is your comment on the accuracy of that particular report, and what is the present status of your in-house investigation?

**Mr. Sarjeant:** That was the one I was referring to the OPP carrying out. It will be some time late in the year before that is finalized. It's interesting that some of the terminology used in the report is quite foreign to the actual terminology used, so it will be interesting to get to the bottom of this and see if there is an informant or an identifiable individual, because they don't know the terminology used in the data centre.

**Mr. Conway:** I think this is what is obviously confusing and impact-making. It justifies the suspicions of some of the public, at any rate, that before the RCMP story of this week we have an article. Only a few days before—I guess when you take the chronology it is at least 10 days before—there is this floater from one of the Toronto papers about this fun testing that goes on.

I wanted to ask one question in a related fashion here, if I might, about the procedures by means of which certain information from psychiatric patients is transmitted to Statistics Canada. I understand the traditional procedures end this year—am I right in that?—and next year there are new forms that will provide that contact.

What is your response to reported statements, if I understand them correctly—and I have this on very tentative information—that certain hospitals intend to continue to send the patient's full name to Statistics Canada? Have you been under that impression?

**Hon. Mr. Timbrell:** No.

**Mr. Sarjeant:** I am not aware of that.

**Mr. Conway:** I will check into it further. I just wasn't too sure. I knew it came up in the House the other day and I was absent for that portion of the question period.

**Hon. Mr. Timbrell:** I haven't heard of it.

**Mr. Conway:** I will check into it.

**Hon. Mr. Timbrell:** We are very concerned that there not be identifiable notations in the information we are sending them, whether it be on venereal disease or psychiatric problems or tonsillectomies.

**Mr. Conway:** Thank you very much.

**Hon. Mr. Timbrell:** Mr. Chairman, the next question the member had related to the matter of a select committee. I guess I have mixed emotions about that. I certainly recognize the member's point about members of

the House becoming more involved. Certainly I suppose the 20 hours doesn't provide much of an opportunity in the year of a parliament, compared with the other proceedings of the House.

However, I don't know that a select committee, just for the sake of having a select committee, is a good idea. We have a number of outside groups that we are working with. For instance, I think the member suggested yesterday that perhaps a select committee could look at the area of cost containment. It seems to me, given the input that is coming into the ministry on a regular basis from the medical association, the hospital association, the nurses' association and the health councils around the province, that issue is being very well canvassed.

We have what we call the Taylor committee working right now; the chairman is Mr. Allyn Taylor of London. This is between the OMA and the ministry. The committee has written to a wide range of organizations around the province—the health councils and all the various professional health groups—saying, "What are your ideas?"

What I am leading up to saying is that in that area, I think, virtually all the ideas are being canvassed. It is a matter of making some decisions within the ministry and accepting our responsibilities for what are going to have to be adjustments in the health care system, which have already begun. We will carry on and in some areas, perhaps, even intensify.

There is one area where we may tend to be partisan. I must admit I have never picked up the phone and called one of my critics and said, "What do you think about such and such?" But neither have my critics phoned me. So I will say, "Aye, guilty!" that I haven't done that. Perhaps we should. Certainly I know my parliamentary assistant—

Mr. Duksza: You can take it from that.

Hon. Mr. Timbrell: If I choose the place!

Mr. Conway: In that connection, perhaps I could just comment on what you have said in a very well thought-out response to the point about the hospital closures. Let me suggest to you, Mr. Minister, that it seems to me this may be not unlike what we have done with the standing resources development committee, in that we now realize the whole Inco situation perhaps deserves to be seriously looked at. I suspect that inquiry will go on beyond the 30-day period to discuss the role of single-industry communities.

[4:30]

It seems to me that one of the major

thrusters that the ministry has decided upon has been, in one way or another, the role of small-town community hospitals. That, as I think we all acknowledge, is a highly emotional and very political matter. It seems to me, as you indicated in your earlier response, that the Council of Health study, and a variety of other things involving district health councils in Grey-Bruce and the like, would be an extremely profitable and fertile area for a politician to engage in, because I suspect the role is not going to be settled without some serious political difficulty and judgement. I would suggest that to you, perhaps just randomly this afternoon.

I don't expect, God forbid, that we be called by you to discuss the matters. I think the cabinet prerogatives are well known; certainly they are well known to all of us in the opposition. Rather, I refer to areas where options may be difficult and information not too certain. That's one of the things that I think got the government into serious difficulty—the methodologies and the regression analyses, which seem to have been the source of great conflict and confusion some months ago. It is very difficult for those of us in this room today, or in last year or next year's estimates, to deal with that all knowledgeably.

It seems to me—and I suggest it only because of what you said earlier about the procedures that are now going on with respect to the court decisions to close those hospitals—that it might be very profitable, since it is obviously not going to occur for some months or perhaps years to come, that the Legislature, particularly as it is a minority Legislature, might very well be delegated to take a serious look at that whole area and to come to some determination on its own. Perhaps not, but that is my very strong feeling.

It is rather interesting, when we look back over the course of the past 10 years of this period of great expansion, that there has not been a select committee to look into this area. When you look at the education as perhaps a related field in social development, we had a parliamentary investigation into school utilization, headed by I forget whom; but I think it looked at it and came to some useful determinations. Granted, maybe it did not achieve as much as some of us would like to see, but in the field of education there was at least one effort, by way of the select committee, to come to grips with some of the problems; in this case, school utilization.

It is remarkable that in this 10-year period of expansion in this field there has not been a select committee. I can share the minister's



concern about another committee. In fact, though, I would suggest that surely is the most important kind of committee, in the sense that it is the investigative arm of this assembly. I really am amazed that there has not been any effort made. Maybe there is good and just reason for that; I can't really imagine what it might be in a ministry that is so political in terms of its contact with the communities across Ontario.

Given the fact that we face such difficulties—and they are not-too-far-away difficulties—I know, as a member of this committee, I would like to get involved in that kind of process. Obviously we can differ on that, but I do make that suggestion.

**Hon. Mr. Timbrell:** I suppose I should say, too, that if I wanted to somehow avoid certain things that I know are going to have to be done, given the financial realities of times in this province and in this country, one way I might be able to do that is to set up a select committee and use that as an excuse; and obviously that wouldn't be agreeable.

The fact of the matter is that I think it is fairly clear, at least to us, in the ministry and in the government, what has to be done in terms of where the controls go. Obviously the controls are universal across the ministry in programs, but some things have to be done. We have reduced beds, for instance. One way or another, we have got more ambulatory services going: For example, there has been a tremendous growth in day surgery; there was virtually none being done a decade ago, I'm told, but now you get instances such as Peterborough Civic Hospital, where 52 per cent of the surgery now is day surgery. That has had a tremendous effect on cost savings.

I guess if it were a case where I was unsure of what the realities were and the kinds of things that we needed to do, I might agree with you. In other words, if I was groping—and I don't think I'm groping, although I'm crawling, and there's a difference because I'm keeping my head down—I might agree with you. I served on a municipal board committee about five years ago; that was a case where the government at the time wanted to have a variety of issues canvassed, and part of that hadn't really been discussed in any other form.

**Mr. Conway:** I suggest that our colleagues in the field of energy, for example, facing many of the same difficulties and imperatives, are being dispatched almost on a regular basis to come to some kind of legislative determination as to what the Hydro rates should be, what the nuclear options will be and the like. The fact that this is not occurring in the health field, I find rather surprising.

I would come back to the point earlier about the hospital situation and the whole procedure there, because here we sit 12 months after that business was begun, and it is clear from your statement in response to my second question that the government is not going to rush down to the Court of Appeal to give 30 days' notice to carry that through, because obviously there are a series of studies taking place.

My first question is particularly in relation to the Ontario Council of Health bed study in Metropolitan Toronto, all of which is eminently reasonable to me here today. But I just have to ask the question—I am sure my hon. friend from Parkdale (Mr. Duksza) might agree with me—why this did not take place prior to such a precipitate program being entered into.

We have not, in a practical sense, accomplished that which was set out by Mr. Miller. What we have accomplished is, I think, a significant deterioration of relations between smaller communities and the government, which may very well be repaired in time; but it seems to me that all that has been done after the announcement would much more properly have been done before the announcement. Maybe there should even have been recognition by the government that there should be more political involvement before the axe was to fall.

**Mr. Duksza:** Mr. Chairman, would you allow a question to Mr. Conway on this? I know it is not quite the proper thing to do, but I am curious about this suggestion and whether he would be prepared to discuss matters not only in the select committee but whether we should meet before each decision to go through some of the studies which have been done a little more broadly and to do it regularly every nine months or whatever it is. I suppose that would be within the context of a committee, would it?

**Mr. Conway:** Absolutely. It seems to me, just to use an example, that we get into the matters of cost containment. I don't know how many studies and reports I have read about the various options, and yet no one seems to come to a definite conclusion. I suspect it's because in many cases it hasn't been pursued with the vigour that might very well be available to this sort of operation. But I concur entirely with my friend from Parkdale—that sort of thing could very well be included in the ambit.

I simply feel that as a Legislature it is our major financial commitment; it is one that is absolutely political and very sensitive at that.



And somehow, considering what we are doing in the field of energy and what we have done in the field of education, we are just not involved. I can appreciate what the minister has said. But I sometimes think that if one ever wanted an argument to prove that our legislative procedure is truly irrelevant, maybe the health field in Ontario in the last 10 years is a good place to start that discussion.

**Mr. Duksza:** It would give you a golden opportunity to co-opt absolutely everybody in the Legislature.

**Hon. Mr. Timbrell:** You could make it a committee of the whole House and just dispense with everything else.

**Mr. Conway:** But these are serious matters, which in places are sensitive and at times very expensive. My call is simply for more legislative involvement since we are setting into what I am sure will be at least 18 more months of minority government.

**Hon. Mr. Timbrell:** Let's be honest about it. When you talk about cost containment, no matter how it is studied or in what depth or by whom, unfortunately it still comes down to the fact—and my friend from Windsor-Sandwich (Mr. Bounsall) and I will disagree about it again tonight at 10:30—that cost containment is fine until it is next door; then it is a problem.

It is the same thing I have experienced throughout my eight years in public office: When you talk about trying to build public housing—or rapid transit or whatever—everybody is in favour of it until you want to put it in their community.

Ultimately some very tough decisions have to be made and have already been made—by the ministry and by me, as the political head of the ministry—and will be made.

**Mr. Conway:** I'm certainly not faulting you for this, because this obviously predated your responsibilities on February 3, but look at what the government entered into under the previous minister. I'm just saying there was a designated objective which we were told some months ago was very immediate, very important and just had to be done this way. And here we sit now—we're in November, many months later—and we're told, not improperly, by the minister of the day, that we're not going to rush that case to the Court of Appeal because there are a number of things that are going to have to be done before we want to proceed.

Surely the ministry cannot expect to have the confidence of health care professionals, the community and members of this Legislature if the thought and commitment that

gave rise to the initial program led to such disastrous results. It makes me very nervous about any program of a major scale that this ministry would undertake, since we've now got almost an admission that the program might have been entered into much too hastily and that there are all kinds of studies which are needed.

We've had a very major decision taken on Doctors Hospital, which I applaud to the greatest extent possible. But it seems to me this initiative has significantly hurt the credibility of this ministry at a time when, as we all agree, very serious initiatives are going to be undertaken and continued.

**Hon. Mr. Timbrell:** I can only speak from nine and half months' exposure to the process, but my impression is that the ministry and the communities you are talking about, if anything, have been forced closer together. I don't know that the reasons for these things having to be done are any different today than they were then. Certainly the level of acceptance of those realities is greater today than it was then. I found it very interesting last week at the hospital association convention—when I told them the rules of the game, as it were, for capital and how we're trying to put it on a reasoned, businesslike basis—that a number said, "We may not necessarily like what you said, because obviously some of us are going to have to wait longer than others, but we like the fact that you're saying it."

**Mr. Conway:** I certainly commend you for your manner, particularly on that occasion. It just makes me want to come back to the situation where I would say, for example, that with each passing month those hospitals that were threatened are allowed to live on. The political realities of that situation are going to be that it's going to be infinitely more difficult for you to accomplish what you initially set out to do. That having been the case, quite apart from the worth of that program, from the point of view of the ministry's strategy in a capacity to do something, I think your major initiative is going to redound to your eternal discredit and it's going to make future measures in that respect very difficult. That's just my opinion.

**Hon. Mr. Timbrell:** I guess it remains to be seen. I'm not finding that. I'm finding that if you're frank with the health care community about what the problem is and what you can do and what you can't do, they're pretty reasonable people.

In the last couple of years all of us in government and in society started to accept what should have been obvious, that our

wants are exceeding our needs and certainly exceeding what we can afford in our ability to pay as a society.

[4:45]

The ministry, with the best of intentions at that point, did enter into this exercise. I won't be the judge. I guess maybe history will be the judge of whether it was too soon or whatever. But they did it in what they felt was a professional way—doing something they never had to do before. I'll admit that we are learning, that perhaps as a ministry we are being more cautious, which means we are perhaps paying more than some would say we should, but that is as it may be.

**Mr. Conway:** Let me ask you a question in this connection; perhaps it might be unfair to ask you, in which case I would ask the deputy minister. Obviously certain procedures that were entertained for this hospital closing program, right from the orders in council down to more mundane matters, were ill advised. What now do you identify as being the serious problems? You have almost surrendered that program in the short term—

**Mr. Cooke:** The hon. member is forgetting about Windsor. His colleague from Windsor-Walkerville (Mr. B. Newman) is going to be very disappointed. He has forgotten all about Windsor and the hospital closing there.

**Mr. Conway:** I do not for a moment expect to speak for anything more than part of my humble riding; so I'll leave Windsor for my colleague.

**Mr. Duksza:** Don't you think that primarily it is the minister's decision? He has to make a decision whether to recommence and things like that. I know you have extended it now to saying why doesn't he consult more—

**Mr. Conway:** I'm glad to see one of my Essex county colleagues (Mr. Mancini) arrive to protect me from the darts from Windsor-Riverside.

I wonder if I might ask the deputy minister what is perhaps an unfair question: If he had it to do all over again, what would he do?

**Hon. Mr. Timbrell:** That may well be an unfair question.

**Mr. Conway:** The order in council comes to mind right away as obviously improper or inadequate. Notwithstanding that he probably went to the Attorney General to get the advice, in which case I can understand the difficulties, what kind of legal advice did you get? Since that provided the cornerstone for some of the closures, how did you arrive at such an order in council?

**Hon. Mr. Timbrell:** I want to make two points. First of all, the activities to which you refer were not in 1977-78; they were in the previous year. I won't be sticky on that—

**Mr. Conway:** I realize that, but they obviously impinge upon—

**Hon. Mr. Timbrell:** —but the point is that it is history. If you say you are not particularly happy at times with the current activities of the ministry, it certainly will concern me, or how we are dealing with, in this case in particular the hospital community—

**Mr. Conway:** If one wants to be that way, Mr. Minister, obviously the estimates are history because by and large the moneys are spent and we can all pack our bags and leave. What you are saying is very reasonable. I would not dispute it for a moment—

**Hon. Mr. Timbrell:** It's \$10 million a day.

**Mr. Conway:** Quite frankly, though, I listened with the greatest interest to your estimates presentation, a content analysis of which would reveal that roughly 25 per cent of it is almost pure history. So I think you can indulge me where some of us might have indulged you yesterday.

I want to know how that order in council was arrived at, since it was dismissed so summarily at the court level. What kind of consultation within the ministry led to that decision?

**Mr. Backley:** I think it is a little bit like the economists, who say, "on the one hand and on the other hand . . ." If one could only come up with a one-handed economist, perhaps a one-handed lawyer sometimes might be quite useful too.

**Mr. Conway:** Easy, now, there are lawyers here.

**Mr. Backley:** Simply put, the process for listing hospitals for reimbursement in the legislation was quite simple: a hospital was listed and therefore it would appear that the hospital could be delisted. The courts found—and, of course, this matter at some stage might still be subject to appeal—that was not the purpose for which the legislation was drafted and therefore it could not be used for that purpose. That was the judgement. Our lawyers took the view that it could be used for that purpose.

**Mr. Conway:** At what time and under what conditions is your ministry prepared to return to the Court of Appeal to pursue the matter there?

**Hon. Mr. Timbrell:** I have no plans to pursue it there.

**Mr. Conway:** Why then are you not prepared to let it drop there?



**Hon. Mr. Timbrell:** In effect it is. It is adjourned sine die.

**Mr. Conway:** It could be revived.

**Hon. Mr. Timbrell:** It could be, but I have no plans to do it.

**Mr. Duksza:** The whole program, the one initiated by your predecessor, is basically over. Is that what you are saying?

**Hon. Mr. Timbrell:** The only place in the province where I have an outstanding order for anything to be closed is a unit of a hospital in Windsor.

**Mr. Cooke:** You mean Riverview Hospital.

**Hon. Mr. Timbrell:** No, I mean Riverview unit of Windsor Western Hospital.

**Mr. Mancini:** You never called it that before, Mr. Minister.

**Mr. Cooke:** It was only a few weeks ago in this House that you called it a hospital.

**Hon. Mr. Timbrell:** It was all the badgering I was getting from the other side. I could hardly hear myself think.

**Mr. Cooke:** You mean the pertinent questions.

**Mr. Conway:** Your response to the member for Parkdale this afternoon would lead me, and I'm sure other members of this committee, to believe that you are admitting to a casual end to your predecessor's program, notwithstanding your own efforts to redirect some of that. You're saying the court option is not really going to be pursued.

**Hon. Mr. Timbrell:** I can only repeat what I said. I have no plans to pursue it in the courts. I anticipate that in the years to come there will be a great many shifts in beds and the variety of services. More and more active treatment beds will be phased out, and some will probably be converted to chronic care or other forms of long-term care. Hopefully, we will see continued development of chronic homecare services and less reliance on the institution and that sort of thing.

**Mr. Duksza:** The way Mr. Miller approached it, there are certain things that are still hanging. Could you list those you are most definitely abandoning, or does your answer about the Riverview Hospital mean basically that everything else has been abandoned?

**Hon. Mr. Timbrell:** No, I indicated earlier that there are three other appeals outstanding. Durham, Clinton and Chesley are the only outstanding appeals and they've all been adjourned sine die. The appeal on

Doctors Hospital was totally withdrawn prior to that, for obvious reasons, at the time of the receipt of the report. They recommended something different which is being done.

**Mr. Conway:** Mr. Chairman, I want to thank the minister. He's been more than generous. I've been more than talkative this afternoon.

**Hon. Mr. Timbrell:** I'm not through.

**Mr. Conway:** Oh, that's right. There are other things.

**Hon. Mr. Timbrell:** There were a number of comments made yesterday about the public health review, including—and I am quoting: “no commonly accepted definition of public health,” “major deficiencies in the information system,” “fragmented, piecemeal approach to health promotion,” and “no consensus regarding the role of the Ministry of Health in the public health system.”

It was in recognition of many concerns, including those which were mentioned yesterday, perhaps by both spokesmen but certainly by Mr. Conway, that the ministry commissioned the review in the first place. This was done by my predecessor.

The issues and the problems which are described are not prevalent only in Ontario. I think it's fair to say you'll find that the problems and deficiencies facing public health are common to all of the provinces. We're trying to develop some kind of consensus about what should be done about this.

There are a number of specific recommendations. You have to read through the text as they didn't list them in any one place. I guess that was to make sure people actually did read the report. I don't know that I necessarily should get into all of them today. Perhaps we can get into them in later votes.

One of the more important ones, according to my staff and they've convinced me of this, is the recommendation which proposes the establishment of an accreditation process for public health units. This is one of the means by which hospitals are judged. It's a very valuable tool. An independent accreditation team visits and looks at what services the hospital is providing and how they're being provided. Based on that evaluation, it can either accredit a hospital in one of several ways or delist it, which comes as a tremendous blow, of course, and usually results in corrective action.

Also important are the comments dealing with immunization. The hon. member for



Renfrew North (Mr. Conway) didn't refer to it yesterday, so I don't know whether he has seen the report on immunization, which was done for and submitted to the ministry by the Ontario Council of Health. That's also a fairly recent document.

**Mr. Conway:** I've seen it. I haven't gone through it.

**Hon. Mr. Timbrell:** As long as you've got it. The two of them coming virtually back to back is very timely.

I have released the report to the general community, but I particularly want to hear from such groups as the nurses, the Association of Boards of Health, the Association of Medical Officers of Health, the environmental inspectors and so forth. What I've indicated is that I don't intend to let this report sit around and gather dust. I want to make the policy decisions by spring and get on with how we're going to cope with this.

One of the questions that has to be addressed, coming from various directions, is where will public health fit. Will it continue to be under boards of health or will it, as some councils have asked, be carried out as a function of a committee of council? I've said to public health people that if you're going to look at that possibility, you should also look at, for instance, whether home care should come under a board of health or whether you'd put it with a hospital as does happen in a few instances. You should consider whether, as a universal policy, you would make home care a part of the continuum of services available from an institution. That's a particularly important area.

There isn't a lot of time until the spring, three or four months, and we haven't had much response yet. It's early, I suppose, but I hope those groups will comment as soon as possible. Perhaps, as I say, we can get into that more later.

**Mr. Sweeney:** Mr. Minister, you used the words "committee of council." Do you mean municipal council or regional council?

**Hon. Mr. Timbrell:** That's the recommendation which several councils have pursued, and I believe a resolution to that effect was passed by the PMLC, which is made up of people from all levels of municipal government.

**Mr. Conway:** In connection with the public health situation, I feel this is an appropriate time to ask what initiatives are under way to do something to improve the really bad environment that's grown out of the labour problems in many of the public health nursing fields.

It seems to me, just from random contacts with two or three individuals in two or three different boards that have had difficulty, that there's such bad feeling on the part of some of those people, that I simply don't know what will be done to repair that situation, particularly since that's one of the areas where we do want to go and build upon. It seems, coming right down to the old story of finances and money, that we've got the nursing profession very unhappy and, I suspect, increasingly unhappy about its role within the health care delivery system.

[5:00]

I know you've been involved, Mr. Minister, as has the Minister of Labour, who was also acting Minister of Health during the early part of some of this difficulty but I wonder what, if any initiatives have taken place lately to improve that situation and whether you would care to report on them.

**Hon. Mr. Timbrell:** The one way the Minister of Labour and I will be of most help in trying to sort this out for the public health nurses, and for RNs who are working in public health units, would be this notion of a job evaluation study which was recommended in the report prepared in the spring. We have put this to the Association of Boards of Health, who have replied in the affirmative; they are prepared to take part in that. We have put it to the Hospital Association, because we'll need their assistance, at least, if not their active involvement in providing job descriptions for the purposes of the evaluation. I'm not sure whether we've had a final answer from them.

**Mr. Backley:** Yes, they are prepared to co-operate too—subject to the terms of reference.

**Hon. Mr. Timbrell:** So we'll take it further with Labour and ourselves. In the long run, I think that will be of the most assistance in trying to put things into proper perspective and answer some of the concerns.

**Mr. Conway:** Having got an agreement on that from both sides and recognizing that may very well provide an option for a partial solution, is that in fact now at Labour? If so, how long has it been there? And if it's not there, why isn't it there, given the immediacy of the situation?

**Hon. Mr. Timbrell:** We've just heard from the Association of the Boards of Health.

**Mr. Backley:** They had a meeting last week and they have just confirmed their acceptance.

**Mr. McClellan:** How long will this take?

**Hon. Mr. Timbrell:** The study? I really don't have a reasonable—

**Mr. Backley:** We haven't done one before, so we don't know how long it will take.

**Mr. Conway:** What do you imagine the terms of reference will involve? What do you see them as being, from your point of view?

**Hon. Mr. Timbrell:** We now have to sit down with Labour and work those out and talk with the boards of health and the other participants, as it were, about those. But it's a matter of trying to relate the demands that are made on a nurse in a public health unit in comparison to the demands of whatever kind—professional demands as well as hours of work, shift work and all these things—that are made on a nurse in a hospital situation, and the qualifications required, to try to relate them one to another.

**Mrs. Campbell:** I just wonder if you are going to be dealing with the very real problem of the health inspectors vis-à-vis the public health nurses and Labour.

**Hon. Mr. Timbrell:** I think we will do the nurses first. I can see, no matter what the answer is, that the first thing the environmental inspectors will say is, "Where do we fit?" I recognize that's likely. I think we'll do the nurses first, though, and establish some base that we'll either agree to or somebody will decide will be the base, and then take the rest from there.

**Mr. Conway:** The job evaluation proposal then goes to Labour, I assume, within the next very few days. Is that correct?

**Hon. Mr. Timbrell:** We'll be working with Labour, yes.

**Mr. Conway:** Within your framework, when would you like to see that settled in terms of a report?

**Hon. Mr. Timbrell:** Obviously the sooner the better.

**Mr. Conway:** And you will likely push for that.

**Hon. Mr. Timbrell:** As the deputy says, we've never done one before so we have nothing—

**Mr. McClellan:** You must have some idea whether you're talking about four weeks, six months or a year. Don't you have the slightest clue?

**Hon. Mr. Timbrell:** No, we don't—not until we work out the terms of reference with them. We've all agreed what we want to do but now it's a matter of working out the terms of reference and how it's going to be done.

I don't see it taking years, but the deputy

suggests in my left ear that it may be three or four months. He's been involved with a lot more studies than I have. Maybe that's it. We'll just take that as an expert guess.

**Mr. Conway:** But you will give it a top priority, given the serious immediacy?

**Mr. Duktza:** Mr. Chairman, maybe we should let the minister finish and then proceed in some order, as our time now is less than 15 or 16 hours. After he finishes, we could divide the time.

**Hon. Mr. Timbrell:** I said yesterday—I don't know whether you were in the room—that I hoped we could go by vote and item in order to keep to a minimum the number of staff I would have to have here.

**Mr. Duktza:** Yes, we have also prepared ourselves this way.

**Hon. Mr. Timbrell:** In your remarks yesterday, Mr. Duktza, you had about three or four questions. I will just repeat them as we pull them out of Hansard and out of your text as well. You asked if there is any more control. You said, first, OHIP does not know who it is insuring. As of July 31, 1976, OHIP records show 12,748,793 participants registered with the plan. Statistics Canada's June 1, 1976, estimate of the Ontario population was 8,226,000. According to the Provincial Auditor's report, this discrepancy is due to inadequate claim control procedures on the part of the plan, you said. In answer to that, the Provincial Auditor expressed concern at the fact that some 12 million persons were recorded on OHIP files.

The Ontario Health Insurance Plan file is not set up or even intended to represent the actual count of insured in Ontario. Family numbers are used as a basis of coverage and the control mechanism in the records. To obtain the count of insured, a multiplier is provided by the federal authorities and applied to the family numbers to obtain the count of insured for sharing and for other purposes.

The plan does ask for details of family members on the claim cards forwarded when services are provided. These data are recorded under the family number by using the file of a numerical suffix for each family member so recorded. The accuracy of this depends entirely on the consistency with which the provider of the service submits this dependant information. In instances in which, for example, name or birthday et cetera varies on different claims, the result possibly could be more dependants recorded than actually exist.

For instance, say, I was younger than I am now and still listed on my parent's OHIP. If a doctor submitted a claim for me as D.



Timbrell, the next one as Dennis Timbrell, and the third as D. R. Timbrell, variations of that would result in more dependants being recorded than actually exist.

A system study recently completed has resulted in the establishment of improved program techniques to significantly increase the computer's ability to sense when certain variables are not pertinent and the new dependant is one who is in fact already on file. We believe this will make the dependant data as effective as possible under a system using claim cards as a source for dependant data. However, the file is primarily for claims processing purposes and, under the family numbering system, will always purposely be higher in count than the number of insured.

For example, a dependant who has recorded against his name certain types of medical history, i.e. annual medicals, practitioner's services et cetera, will be purposely left on the parent's file for a period of up to two years after marriage, turning 21, being divorced, becoming employed, leaving the province et cetera. During the same period, he will also have his own contract number. This practice is necessary for control purposes since the practitioner has six months within which to forward a claim. In addition, one year's history must be kept on certain services in which volume is restricted on an annual basis.

Certain of these services may be applicable to the person's previous family number. Because of the size of the file—50 million to 60 million claims a year—the practice has been to purge the file of medical information periodically except in those cases as set out above where history is required as limitations exist. We are now also purging the dependants in the same circumstances which, for cost reasons, was not done previously on an ongoing basis. The file at present records some eight million persons.

**Mr. Duksza:** Do you mean it is no longer 12 million? You have reduced it?

**Hon. Mr. Timbrell:** Right. To eight million.

**Mr. Duksza:** As of when?

**Hon. Mr. Timbrell:** This is current information.

**Mr. Duksza:** Now you have precisely eight million subscribers.

**Hon. Mr. Timbrell:** Yes, roughly. In Ontario the decision was made to have a simple family premium system and not to register all residents of the province. In view of these decisions, we do not have a record of all residents unless medical services were provided. The file is built for purposes of control

of claims processing, not to keep account of those insured. As indicated above, the control exists with the family numbering system.

I should just add that one of the things we have looked at for the future—and we have submitted some information on this to the commission on privacy—is the notion of what they call a unique personal identifier, using the social insurance number, so that everyone would, if you will, be known to the system. But we are concerned about the privacy aspects of that, and we have so indicated to the commission in seeking their advice.

**Mr. Duksza:** When this question was brought up before, it was suggested I remember that it would cost a fair amount of money to provide unique personal identifiers for all subscribers. Would it really? Has the ministry calculated whether it would be that expensive to do it?

**Hon. Mr. Timbrell:** We have. I'm advised that it was about \$6 million. But it was a long time ago that we discussed that. I see the general manager of OHIP is holding up four fingers and a thumb on one hand and three fingers on the other; so it's \$8 million.

There might be some cost savings, however, because you might also be able to further refine the enrolment section so that we would be able to reduce even further the size of the bureaucracy of OHIP.

**Mr. Duksza:** It would be easier for you to recover the money then.

**Hon. Mr. Timbrell:** Possibly, yes.

**Mr. Duksza:** Not possibly, but definitely, surely, if you have a unique personal identifier.

**Hon. Mr. Timbrell:** You may recall that Quebec two years ago proposed a unique personal identifier system—and I'm advised they have it now—and they had a lot of problems initially with concerns over privacy of patient information and so forth.

**Mr. Duksza:** But no more than we have right now, as the papers and the CBC have suggested—less, I would guess.

**Hon. Mr. Timbrell:** We haven't found anything yet to corroborate any of it, but anyway it has been suggested. When the decision was taken to establish the commission on privacy, we decided that perhaps we should be cautious and present the issues and the concerns to the commission and see what comments they might have.

**Mr. Duksza:** Do you mean you have discussed it inside the ministry but basically you are not moving towards implementing it?



**Hon. Mr. Timbrell:** No. We have a pretty good idea of what we would like to do. We want to see what the commission has to say.

The second question was: "The OHIP file which contains the names and numbers of all practitioners registered with the plan apparently does not note information as to rural versus urban practice, age, structure, migration or training patterns of medical practitioners in Ontario. Where some of these kinds of information are gathered, it is not clear that they are being used in managing the system."

To answer that, the physician and practitioner files which currently form the basis of the profile system do contain such information as precise location, township and county of practice; year and school of graduation—when provided; and, of course, physician or practitioner number, specialty—where appropriate; and a great variety of information concerning services and patients.

In addition, the developing physician monitoring system will also provide, for the purposes of comparison and monitoring, the following information as examples of what will be on file:

1. Characteristics of the community; practice location; township; county; locality; population; male and female proportions; proportions living in urban and rural areas; age and sex distribution, et cetera.

**Mr. Duksza:** But that is what you are proposing to implement.

**Hon. Mr. Timbrell:** No.

**Mr. Duksza:** Are you just developing that or is it already implemented?

**Hon. Mr. Timbrell:** The physician monitoring system is being implemented now. To continue:

2. Characteristics of local delivery system: the number of GPs per thousand of population; number of specialists per thousand of population; number of active treatment beds per thousand population; number of chronic care beds per thousand population. All these items will be provided not only in relation to the locality of the physician's practice but also within his county of practice.

3. Characteristics of the physician: year and place of graduation; sex; solo or group practice; number of affiliated hospitals; age; sex distribution of patients; payment option et cetera.

[5:15]

The third question was: "While OHIP pays practitioners on the basis of services performed, data provided by OHIP indicate that the plan does not routinely cross-check

the multiple billings to OHIP for the same or similar services to a single patient by different physicians. The Provincial Auditor's report also indicates that the program for verifying the data provided to OHIP by physicians is poorly administered, both in terms of an uneven distribution of returns among various health districts."

In answer to that, there is a fee schedule master file to control multiple billings of the same service by the same physician or any other physician on the same patient. Computer rules also permit the plan to review multiple services provided for the same patient by multiple physicians within any controls provided in the OMA fee schedule. We are aware that there are patients who see more than one physician and in these cases the history is recorded and examined.

**Mr. Duksza:** Is that routinely done or just as you catch it occasionally? Do the people travel through the circuit, so to speak?

**Hon. Mr. Timbrell:** Yes. That's my understanding of the way it's set up.

**Mr. Backley:** No, there are spot checks, I think.

**Mr. Duksza:** It's a spot check; not a routine?

**Hon. Mr. Timbrell:** Yes, but 30,000 a month are sent out. That is the routine.

Under our current terms of reference, moreover, there is no restriction on a patient going to different physicians. We do know there has been no change in the overall statistics concerning patient shopping since the plan originated in 1972.

We assume the last part of the question relates to the verification letter process. That's the 30,000. The Auditor simply believed a record should be kept in each office of all returns. Our practice was to record and to act only on those which required attention. In view of his comments, we are keeping a record of all returns on that.

There may have been more questions in there, but you didn't state them as such. These were the four we pulled out.

**Mr. Duksza:** Actually, I'm glad you're answering them. I didn't ask those last two questions. I abandoned those two. However, it doesn't matter.

**Hon. Mr. Timbrell:** Oh, that was the part you didn't ask. I'm sorry.

**Mr. Duksza:** But answer it nevertheless; it's timely. We might as well hear it. Consider that I have said it.

**Hon. Mr. Timbrell:** All right.

**Mr. Bounsall:** Read the question so that we know what he asked.

**Hon. Mr. Timbrell:** The fourth question was: As of August 1976, OHIP did not completely code or cross-check diagnostic information provided by practitioners. In other words, OHIP made no attempt to see whether the procedures for which OHIP was being billed were reasonably related to the diagnosis finally arrived at.

OHIP and its predecessor, OHSIP, retain their required and recorded diagnostic information provided by physicians, not only for the purpose of computerizing such data, but also because many of the OMA fee schedule rules are based on accurate diagnostic information for their accurate payment.

In 1976 the diagnostic system then in use was reviewed. Late in 1976 all physicians were informed that a revised diagnostic coding system would become effective in January 1977. This revised system included many improvements, such as increased numbers of individual numerics and more specific and precise classification of clinical conditions.

It should be understood, however, that the accuracy of such information and therefore, its usefulness to users is totally dependent on the physician providing the information. In its procedures for monitoring physicians' practices, the plan has always utilized diagnostic information in relation to the services provided as one of its measures of practice analysis. Irregularities they detected have resulted in referrals to the medical review committee of the College of Physicians and Surgeons of Ontario.

**Mr. Duksza:** Is it done routinely or again on a spot basis?

**Hon. Mr. Timbrell:** On a spot basis. Again, we're dealing now with between four and a half and five million claims a month.

**Mr. Duksza:** And you send out 30,000 letters?

**Hon. Mr. Timbrell:** Yes.

**Mr. Duksza:** That seems like a small percentage.

**Hon. Mr. Timbrell:** It's a small percentage but a fairly wide distribution.

**Mr. Duksza:** How many do you catch this way? I am curious.

**Hon. Mr. Timbrell:** We can get into that later.

**Mr. Duksza:** All right.

**Hon. Mr. Timbrell:** It depends on the assumption you start with. I don't start by assuming they're all guilty. I'm pretty sure

I've covered everything. As far as I can tell, those were the questions in each of the opening statements of the members for Renfrew North and Parkdale. If there were other questions which we've missed, I'll answer them.

**Mr. Duksza:** No comment on the ideological content?

**Hon. Mr. Timbrell:** No. If you want, I'll spend the last 38 minutes or whatever you—

**Mr. Duksza:** We probably could do it the next chance.

**Hon. Mr. Timbrell:** I think we'll just agree to disagree on that.

**Mr. Conway:** I suggest we provide the member for Parkdale with a one-way ticket to China, there to study at some length—

**Hon. Mr. Timbrell:** He's got his bible with him; he's got the works of Mao with him. I'm surprised he doesn't have the full set.

**Mr. Duksza:** Mr. Conway, you suggested a select committee. One of the obvious things a select committee could do is study medicine in China.

**Mr. Conway:** With you around, I just don't know how we ended up with Donald Sutherland to play Norman Bethune.

**Hon. Mr. Timbrell:** Well, don't forget that Sutherland's father-in-law is Tommy Douglas.

**Mr. Chairman:** We've had pretty general discussion. We are now going to vote 3101, item 1, main office. Any discussion on that?

**Mr. Duksza:** Mr. Chairman, on a point of order, are we going to try to go item by item as long as the item discussion lasts, or should we try to have a specific amount of time as per the groupings? We have three major groupings. Is it possible? I am just throwing this out to the committee for what it's worth, because a number of people would like to discuss items coming in vote 3103, for example, or vote 3102. If we spend most of our time on a fairly general discussion at the beginning, we will never get to the rest. My suggestion—I don't know whether it is a motion or otherwise—is that we split the time equally between the three aspects of the ministry's functioning, if it is all right with others.

**Mr. Van Horne:** Are you talking about three votes?

**Mr. Duksza:** In effect, yes. How many hours have we got left now?

**Mr. Chairman:** We have considerable time left but it is the minister's request, since his personnel were divided, that he wanted to know pretty well item by item so he could have them here.



**Mr. Duksza:** Mr. Chairman, it actually fits in with what the minister wants to do, in effect. I am just structuring it further to allow, let's say, four or five hours per big division, and then items in between.

**Hon. Mr. Timbrell:** I have no objection, although I would think you will want to spend a lot more time on institutional.

**Mr. Duksza:** Yes, maybe you have got a point.

**Hon. Mr. Timbrell:** But I will agree with you in that case.

**Mr. Duksza:** No, if we finish early we can have it.

**Hon. Mr. Timbrell:** I think that's a great suggestion.

**Mr. Chairman:** Any discussion on item 1, main office?

**Mr. Conway:** I have a comment I would like to make on that, but we don't have any understanding with respect to the proposal or the offer made by the member for Parkdale.

Might I suggest, in the interest of fairness that this party is so well known for, that we might prorate the time left, which I would estimate to be something in the order of 18 hours roughly, in proportion to the size of the vote? Is that reasonable? It seems to me that obviously there is very little question that the institutional vote is going to require more time.

**Mr. Duksza:** Then I withdraw the thing if you think we should simply go along and get to the institutional and spend most of the time there.

**Mr. Conway:** Maybe we will just take our good graces into consideration and try to make sure that—

**Hon. Mr. Timbrell:** I thought it was a good suggestion, myself.

**Mr. R. D. Rowe:** Yes, it was.

**Mr. Duksza:** If you two think it is a good suggestion, I withdraw it.

On vote 3101, ministry administration and health insurance program; item 1, main office:

**Mr. Conway:** Mr. Chairman, on the main office, there are just two points I would like to raise. One is a rather minor one, but it concerns the annual report, which I, like all members, greatly enjoy. I have just got to ask the minister this question. There was a debate and a discussion among the three principals here—the minister and the other two gentlemen, I might say, to put it more appropriately—about when the estimates

were to take place, and we were not too sure when they were going to begin.

I did notice with some interest that the annual report arrived, at least in my office, the day the estimates began. I always consider this a useful document, because it gives certain statistical compilations and other things. I want to know, just from procedure—I mean it is almost obvious to me; maybe I am not being fair, so I am sure the deputy will set me straight—is it a policy of the ministry to provide the annual report on the day that the estimates begin?

**Hon. Mr. Timbrell:** No.

**Mr. Conway:** You are not telling me that it was pure coincidence that we received this—

**Hon. Mr. Timbrell:** Absolutely. We were late in getting the annual report out. There's no excuse other than that it just wasn't ready.

**Mr. Conway:** All right. I am certainly glad to know that.

**Mr. Duksza:** You brought it down to me.

**Hon. Mr. Timbrell:** Our usual policy is to get it to you after.

**Mr. Conway:** I was going to comment on that and suggest that in the interest of making this a more relevant debate, or as relevant as possible, it's useful for the opposition critics to have that annual report in their possession at least a day or two before. I would much appreciate it if, in future, we could get it earlier. I can well understand that other ministries are well known for sending them the day after the estimates conclude.

**Mr. G. A. Rowe:** With respect, Mr. Conway, you might find last year's report is of more value anyway, because it includes a 10-year summary of the system.

**Mr. Conway:** I was certainly going to indicate that. It's my understanding that in main office, there's latitude, is there not, to discuss just about anything that falls under it? Or so it seems as I read the briefing book on general discussion area.

I just want to raise one matter that is reasonably current and which I know at least one member of the present committee would be interested in. It is the manner in which the minister's office handled the closure, or the soon-to-be-completed closing of the OHIP office in Windsor.

One of the things that concerns me today in health in Ontario is that it's clear there is a growing uneasiness on the part of many people working directly or indirectly in the system that much of the restraint is going to be managed on the backs of the working



portion of the program. It seems to me that roughly six or seven weeks' notice is going to be afforded to people. I don't want to invite discussion because I think we did discuss such matters this afternoon in the House in question period. It is seven weeks, if I'm not mistaken. The announcement was made last Thursday, I believe. Am I right?

**Mr. Bounsall:** The 10th.

**Mr. Conway:** On the 10th. And it's effective from December 31 or January 1. So that's about seven weeks' notice, if my arithmetic is roughly accurate. I just wonder—coming back to some of the other things we've talked about earlier—is it not unfair, insofar as those people are concerned, for so precipitate an action to be taken under such short notice and to leave those people in such a state of flux for that period of time and, in many cases, longer?

**Hon. Mr. Timbrell:** I believe it actually exceeds the legal requirements.

**Mr. Bounsall:** They're awful too. I don't think you'll find any other jurisdiction in Canada doing that.

**Hon. Mr. Timbrell:** I'll let the Minister of Labour debate that.

**Mr. Conway:** I don't think you can bet on that.

**Hon. Mr. Timbrell:** If we wanted to hide behind the law, as poor as some members may think that law is, the notice would have been much less than that.

**Mr. Conway:** But don't you think, in terms of just basic ministry labour-management relations, call it what you will, that given the nature of the climate that we face today, that sort of thing can be avoided? Again, assuming you were determined to proceed with the closure of that office, do you not think that a longer period of time might be afforded to those people in the interest of better relations?

**Hon. Mr. Timbrell:** I don't believe that a longer period would, in fact, make the impact any less. I reiterate—it is not a closure. It is certainly a significant change in the function of the Windsor OHIP office, but it is not a closure.

**Mr. Conway:** But it's most likely to involve dislocation for at least certain significant numbers there.

**Hon. Mr. Timbrell:** A certain number of people will be offered positions with the function in London.

**Mr. Cooke:** That's really not a fair offer, though, when you consider that very few

of those people will be able to accept the jobs.

**Hon. Mr. Timbrell:** If I could just answer one question at a time. I don't know what really would be served by a longer notice. I've been frank and honest in saying that we've been looking at all aspects of the ministry. I want, as soon as possible, to remove any doubts or concerns.

For instance, one of the members asked me today if I could confirm the rumours that the OHIP office move to Kingston was not, in fact, going to be to Kingston but was going to Brockville and that the Brockville site was going to close.

[5:30]

I indicated those rumours were not correct. Then I found out afterwards the rumours had started on an open-line radio show in Kingston when that member had said the OHIP office was not going to go to Kingston but was going to go to Brockville. And that member said the Brockville site would close. That is where the rumour started; so he was asking me to confirm his rumours.

I want to put a lot of those things to bed as soon as possible and not keep things hanging.

**Mr. Conway:** Having regard to the context in Windsor today, everyone in the room knows the Riverview unit of IODE has embroiled this ministry in a very serious local debate. You are compounding that within such a short period of time with this situation from the point of view of relations with that community, it seems to me. I am rather distant from it, but I know two members here at this moment are very much involved, as is my colleague from Windsor-Walkerville (Mr. B. Newman) as well.

I wondered at it almost from a political point of view for you to go into Windsor to engage in this Riverview situation and to get that on stream, rightly or wrongly, then to come and to say to people their OHIP office is going to be removed and transferred to London. Within a space of a very few weeks, or certainly months, the Ministry of Health has managed to get itself into significant hot water in that community. It was interesting, quite frankly, to hear some of the questions and some of the responses from other ministers not directly involved with Health today. I am sure you were in a position to hear them.

I know in Windsor there has to be deep concern about what this ministry has planned for that community. It seems to me this OHIP situation might have been handled a

little more sympathetically, but obviously you have made your decision.

**Hon. Mr. Timbrell:** I suppose if I was being entirely political I would not touch any of these things. The fact of the matter is that we do have to look at every aspect of the operation of the ministry to see if there are ways we can cut our costs and still deliver the service. This is not meant for anything more than illustration, but the deputy minister and I have both cut staff from our offices as part of the overall effort to cut down the size of our operation. There is probably no ministry in the government that has contributed more to the reduction in the size of the civil service than has the Ministry of Health in the last few years.

One of the members said yesterday in the House—I guess it was Mr. Newman—"What have you got against Windsor?" We have not got anything against Windsor. I don't like the fact that these things have come hard on top of one another, but then I did take an oath of office as a minister to carry out my responsibilities. Faced with a prospect of saving \$500,000 a year and maintaining service, I really don't think I have much choice but to meet those responsibilities.

**Mr. Conway:** Within the context of your decentralization program, this indicates your decentralization program is going to be only a partial one and that you are going to restrict that decentralization to significant centres.

**Hon. Mr. Timbrell:** No. As I say, a year from now we may find we can put two offices together in some other part of the province. I don't have any plans like that right now, and it is a little less emotionally charged here than in the House. What will remain in Windsor will be a five-person inquiry unit to look after problems where maybe a claim is fouled up either by the practitioner or by somebody submitting a personal claim as well as to give general information about the operation of plan—how claims are processed, what is not a compensable item and this sort of thing.

What will be carried on in London will be the actual processing, the entering of data, the processing of cheques, the distribution of the verification letters and their receipt and notation and so forth.

I will go so far as to say there will not be a difference in the service to the people of Windsor, Essex and surrounding counties because it is the hard service, if you will, as compared to software that will be in London. There will still be the contact with the health insurance plan and the ability to phone that office and get the information.

Faced with the possibility of this kind of a consolidation, which is still part of the process of decentralization, and maintaining that contact in the area with the people, the prospect of saving \$500,000 at any time, but particularly in a time of fiscal restraint, one has to—

**Mr. Conway:** In that context, I'd like to ask a final question. I know other members want to get into this topic. You've closed the Windsor office; you've announced your intention to do so—

**Hon. Mr. Timbrell:** No, no.

**Mr. Conway:** Sorry. You have altered the circumstances of the Windsor office—

**Mr. Dukuza:** Eviscerated the office.

**Mr. Conway:** Surely if the Windsor OHIP office can be eviscerated in such a significant way—and those of us from small-town Ontario automatically assume that Windsor is up there with the large communities you really don't touch in these areas—if you've got a consolidation procedure under way there, would you be prepared today to say that it's going to end there? Are there other similar offices you are looking at now with a view to changing in a similar way? If so, when and where can we expect that to take place?

**Hon. Mr. Timbrell:** As I said earlier, I have no plans for further moves of this nature. This instance was somewhat different from others. It was because of the availability of space and the capacity of existing machinery in the London office to handle this—it was a combination of these circumstances that allowed us to do that. Eventually, of course, when OHIP moves to Kingston, the Kingston office, as constituted, at present, will change significantly. It will be melded into the head office operation in Kingston. That function will move into the head office.

**Mr. Conway:** At this point there is not another major consideration à la Windsor or London planned anywhere in the province?

**Hon. Mr. Timbrell:** That's right. But I won't say that nine months or a year from now, depending on what happens with revenues to the government and what further pressures there are on all the ministries, but particularly ours which spends almost one-third of the budget, we won't have to look for more then.

**Mr. Conway:** But surely you haven't looked at Windsor in isolation. Surely you wouldn't initiate a major decision like Windsor in the absence of contemplating other similar decisions.

**Hon. Mr. Timbrell:** No. I've mentioned Kingston for three years when—



**Mr. Conway:** And you haven't looked beyond Kingston? There's not another one anywhere in the province that we could expect?

**Hon. Mr. Timbrell:** We've looked at the system and determined the savings that could be made in Windsor at this point—I think I'm safe in saying this—are basically all, without some really major changes.

**Mr. Conway:** And the savings, you can guarantee us at this point in the fiscal year 1978-79, will be of the order of \$500,000 on an annual basis?

**Hon. Mr. Timbrell:** That is the anticipated saving. It consists of \$250,000 in salaries and benefits and \$250,000 in rent, utilities et cetera.

**Mr. Conway:** I will serve notice that when we gather here a year from now, assuming that certain things don't change, we will want a firm accounting of just what has taken place.

**Hon. Mr. Timbrell:** I think it's reasonable to expect that certain things will not change, so we'll check on it in a year's time.

**Mr. Bounsall:** On this issue of the OHIP office in Windsor, if you wanted to infuriate a population you couldn't have picked a better way than this OHIP closing. We're going to call it a closing. When you go from 51 to five and cut it to one-tenth, leaving only an information centre, you've got a major closing. So let's call it what is really is.

**Hon. Mr. Timbrell:** You're going to call it what you want no matter what I say.

**Mr. Bounsall:** All right. Your little truncation left there has affronted everyone in Windsor, and to a certain extent in the county as well. For 25 years prior to 1969, when OHSIP came in, they were very proud of the Windsor medical services there. It worked well and there was some dissatisfaction over having to go into the province's OHSIP situation. The comment at that time was "Why don't you leave us alone? We've got a good plan here; it's working."

The comment from many people was that if you'd taken the plan and spread it across Ontario, rather than the way the OHSIP came in at the time, that would have been a good plan for Ontario. There was this whole history and tradition of dealing with the medical claims, at least, right in the Windsor area with a service that had been local for years.

There was some dissatisfaction in 1969, but that got resolved in people's minds. Then you come along and take that claims processing out of Windsor and, I am telling you, the hot line shows this morning were

something to behold. Last night, the city council passed a very strong resolution protesting the move, calling it—which I really believe it to be—a complete insult to the city of Windsor. You sit here and talk about decentralization as if this is a continuing part of the decentralization. We are not in 1984 yet but you have sure picked up the jargon.

A prime feature of George Orwell's book "Nineteen Eighty-four" was the way in which things were referred to as the opposite of what they really are, and you have talked to the previous speaker about this move in terms of part of your decentralization.

**Hon. Mr. Timbrell:** Let's be fair. What I said was that this still leaves the system decentralized.

**Mr. Bounsall:** Yes, with an information office only—and one-tenth of what was there. That is what George Orwell might say was his kind of decentralization.

The cost efficiency of the Windsor office is better than the London office. If you are over complement in London, then you can take care of that through your normal attrition rather than trying to make up for over complement in London by closing the claims processing in Windsor.

**Hon. Mr. Timbrell:** Mr. Chairman, I think we dealt with that earlier in the House and the difference between the two offices—

**Mr. Bounsall:** It's 40,000 and 30,000—37,000 claims per employee.

**Hon. Mr. Timbrell:** I said 37,000 in the House earlier today. There are marginal differences between the two.

**Mr. Bounsall:** That is the number of claims per year per employee. When you multiply that by the number of employees, you have got a significant difference in the number of claims being handled by the two offices, in contrast to what should be happening. If you were going to make a shift somewhere else—if you were going to make a shift anywhere—it should have been back to Windsor.

You are offering positions to 27 employees, most of whom aren't able to go because 95 per cent of your employees in the Windsor office are women; and a large percentage of those—I can't give you the exact percentage—are married. There are very few single ones; and the named women are tied to Windsor because of their husbands' positions. Very few are going to commute the 120 miles up to London to work in the offices up there.

If you were going to go one way or the



other, it should have been the other way, because anyone who does accept the move is going from a low-rent, low property value area to a higher one. Based on those considerations, your Toronto to Kingston move may be understandable; but an employee who has to make a shift from Windsor to London is going to suffer a loss if they own a house, because of the differences in property values.

There's no indication that this ministry ever thinks of its employees. You have got a cost analysis system in there which certainly didn't work very well in terms of efficiency. There's nothing to show that at any time you ever give a thought to your employees. If there is one ministry that has got the reputation of not giving a damn about its employees, and which has developed that reputation and thoroughly consolidated it over the last three or four years, it is your ministry. And this is just another example of it.

You have talked in the past about some of the programs you are trying to develop within your ministry to help raise the consciousness of women within your ministry. Yet, in this example in particular, what you have done is you have taken a bunch of women to Windsor and, in effect, laid them off.

In terms of space, the London office by next March was to close one whole floor; there are four floors there. In terms of the staff left, you would have closed the fourth floor of the building and had those employees distributed over the other three floors.

[5:45]

I gather that the OHIP staff went down to London yesterday and announced that no, because of the transfers, that fourth floor will now be kept open. When you are computing the dollars saved, you have to compute the cost of that entire floor that is being added back on, according to your previous plans, in the London office. When you do that, do you still get a saving in rent of \$250,000 worth a year?

**Hon. Mr. Timbrell:** Perhaps Mr. Rose, who is the assistant deputy minister for that area of the ministry, could review the elements of the annual savings.

**Mr. Rose:** It is basically split in half between salaries and operating costs, and those operating costs are far more extensive than just the rent.

**Mr. Bounsall:** You don't own the building there?

**Mr. Rose:** No, we don't. The Ministry of

Government Services owns the building, and the building will be used for other purposes. I'm talking about Windsor right now.

**Mr. Bounsall:** Other government services?

**Mr. Rose:** The Ministry of Government Services owns the building and will decide on who it will be rented to. I should also like to add, Mr. Chairman, that the field service office will be remaining in Windsor. It will not be moving; it will be staying there.

**Mr. B. Newman:** In the same building?

**Mr. Rose:** In the same building; at present those are the arrangements.

**Mr. Bounsall:** I agree that that is even more illusory. It isn't going to make much sense to the people in Windsor for the Ministry of Health to say, "Look at the bucks we're saving," when the building is still going to be owned and the cost allocated to some other arm of government. Perhaps you have shown on paper that you're going to be making a saving on the rent, but that is not making a saving to any taxpayer in the province of Ontario as long as that is kept by the Ministry of Government Services.

**Mr. Rose:** The main savings do not come in the rent; they come in the operating costs—in the claims processing activities.

**Mr. Bounsall:** How much was that in the city of Windsor?

**Mr. Conway:** On a point of information, Mr. Chairman. We were just told that the cost saving on an annual rate would be roughly \$500,000. As I understood the earlier figure, the saving would be divided equally between rent and salaries and benefits.

**Mr. Rose:** I think it was made between operating costs and salary costs.

**Mr. Conway:** But we were told that it would divide roughly into two categories of \$250,000 each.

**Mr. Rose:** That's right. It's approximately \$250,000 in salaries and \$250,000 in operating costs.

**Mr. Conway:** I thought you just said to Mr. Bounsall that the major saving would come in operating costs.

**Mr. Rose:** One of the items in that \$250,000 for operating costs is rent.

**Mr. Cooke:** How much?

**Mr. Rose:** I don't have the figure.

**Mr. Cooke:** What do you plan to do with the empty space in the Windsor OHIP building?

**Mr. Bounsall:** That's Government Services'

problem, presumably—and still being paid by government.

**Mr. Rose:** That's up to the Ministry of Government Services.

**Mr. Cooke:** It's a phoney cost saving.

**Mr. Bounsall:** Let me ask you one other question on this—and this information should be tabled in detail. When we look at it, we probably won't believe it any more than we do about the cost saving at Riverview, which is still very much in doubt. But let's not get side-tracked on that at this particular point. Is that \$250,000 saving you're talking about in terms of operating the Windsor office?

**Mr. Rose:** Yes.

**Mr. Bounsall:** By your illusory way of calculation, how much extra are you going to be spending by taking back that fourth floor down at London?

**Mr. Rose:** Perhaps, Mr. Chairman, we could provide this data to the committee tomorrow.

**Mr. Bounsall:** That has got to be deducted. You now seem to have certain figures when you toss out that figure of \$250,000 in terms of what you are going to save in operating costs down there; and I asked specifically if that was in Windsor. When you don't deduct from that the cost of the fourth floor of your building in London, then you aren't going to be saving \$250,000—you're not saving the government any money at all.

**Hon. Mr. Timbrell:** In the reduction of the overall operating cost, of which it was indicated earlier the rent is only a part, I think there will be a saving. But for the assistance of the committee, Mr. Chairman, it would be best if we tabled specific answers to all these points tomorrow and take it from there.

**Mr. Cooke:** When you're gathering that information, could you also let us know what this office space is going to be used for, which ministry offices from other government services are going to be in there?

**Mr. Rose:** I have tried to obtain that information. The Ministry of Government Services, of course, has just been notified that we will be closing that office.

**Mr. Cooke:** When they were having their own new building put up in Windsor, were they aware that you were going to be vacating another government office building?

**Mr. Rose:** They were not at that time.

**Mr. Cooke:** Great planning on the part of this government—just great planning.

**Mr. Rose:** As a matter of fact, they may

wish to rent it back to another government department.

**Hon. Mr. Timbrell:** Often what they will do is take some office that is in another privately owned facility which they are renting and pull it back into government space when that lease expires.

**Mr. Cooke:** As you probably know, the provincial office building in Windsor was constructed so that all the services could be centralized in one building. The other ones are where they are because of the service that is being provided. For instance, the licence office can't be in a tall office building for driver's tests and licence plates.

It sounds to me like another example of one ministry working one way, another ministry working another way, and the government not having a clue of what they are doing.

**Mr. Conway:** When did you inform the Ministry of Government Services that you would not be renewing your lease with them?

**Mr. Rose:** As soon as we received approval from the government to close the Windsor office.

**Mr. Conway:** When?

**Mr. Rose:** I believe it was about two weeks ago. It was probably the last week in October.

**Mr. Conway:** You didn't take them into your confidence? They were not previously advised that you were seriously contemplating a transfer?

**Mr. Rose:** Not until the approval of the government was received.

**Hon. Mr. Timbrell:** They knew at the staff level that we were looking at it.

**Mr. Conway:** They knew in advance of two weeks?

**Mr. Rose:** The official notification came when the government made the decision to close the Windsor office.

**Mr. Conway:** But did they know in advance of two weeks ago that there would be a major change in the nature of the Windsor office?

**Mr. Rose:** We did not advise them formally, because until the decision was made, the staff that would have been involved was not privy to that particular information.

**Mr. Conway:** So then you really did leave the Government Services people to their own devices as to what they could do with this facility later. You did not ascertain from them whether they saw it as proper in terms of cost saving, particularly since they would be left to pick up some of the pieces, as was properly pointed out.

**Mr. Rose:** I think you will get an indication when we have had an opportunity to put these cost savings out.

**Hon. Mr. Timbrell:** I think it would be best if we lay out the figures, because in the scheme of things, the rent is not the final determinant.

**Mr. Cooke:** When you are figuring out this cost, will you also tell us what it is going to cost to move these employees from Windsor to London, since I understand there are provisions in the contract that the government will have to finance this? I would also like a detailed account of how much that will cost the government.

**Mr. Chairman:** I think Mr. Mancini has been wanting to ask a question.

**Mr. Bounsall:** I am not completed yet and I would appreciate being allowed to complete.

**Mr. Chairman:** All right. Continue.

**Mr. Bounsall:** Presumably you have the hardware in the Windsor office to do the whole job as well. One of the statements made by the minister was, "There is enough hardware in the London office to do the processing being as up to a short time ago the Windsor office processed Lambton and Kent counties, as well as Windsor and Essex counties. There is ample hardware to do the processing in Windsor." We could get that answer from you for tomorrow, I assume.

If that is the case—and I don't doubt it—what you have done by this move is to have offered 27 people a transfer, most of whom can't transfer because of their marital situation. Another 19 you are going to let go entirely. Most of the 27, because of their marital situation can only accept a transfer to London and you are going to throw those people in Windsor out of employment when you've got capacity in the Windsor office to process claims on a wider area than at present.

You must have a building in London in which, if you wanted to keep those jobs in Windsor and you already were making plans to move out of the fourth floor, you could have consolidated that staff there to accommodate it; or at least you could have spread your layoffs around if you felt you must do yet some more consolidation. You were planning to get out of the fourth floor in the London office. You could have got out of the third floor in the London office as well and spread those claims around with the same kinds of so-called cost saving you are thinking of.

Bearing in mind the history of this office, why should all 19 who are going to be let go as a result of this so-called consolidation,

which is part of your so-called decentralization program, come out of Windsor, with the majority of the other 27 not being able to transfer either? That is what you have done to the employees of Windsor and to the city of Windsor.

What is more, if you were going to pick a time to let employees know, you really picked a nice one, didn't you, telling them at the start of a holiday weekend that they were to be terminated during the Christmas vacation?

**Hon. Mr. Timbrell:** Is there a good time to do that?

**Mr. Bounsall:** Can you find a better time than that?

**Hon. Mr. Timbrell:** The point is there is not a good time.

**Mr. Bounsall:** There are a few real ironies in that. No, they shouldn't be let go, and certainly not in those numbers.

**Mr. B. Newman:** A real Remembrance Day.

**Hon. Mr. Timbrell:** I realize—and this is a difference between our two parties, I suppose—that you would never cut the size of government.

**Mr. Bounsall:** We'd certainly want to be a lot more careful about the dollars than you seem to know how to be. You knew the estimates were coming up; you made the move on Thursday. Where are the figures and why aren't they here? We even have to wait until tomorrow. You brought your staff in at the appropriate point.

**Hon. Mr. Timbrell:** We anticipated that this would come up later on under the OHIP vote. I made the point earlier that we are trying to keep the number of staff down.

**Mr. Cooke:** Are the individuals here?

**Mr. Chairman:** We haven't followed the proceedings we agreed to.

**Mr. Duszta:** Is this a policy decision of the minister?

**Hon. Mr. Timbrell:** We don't bring all the documents with us. We try to anticipate the votes.

**Mr. Bounsall:** Which other person do you need for this?

**Hon. Mr. Timbrell:** We need the figures. We haven't got them with us because we didn't anticipate—

**Mr. Bounsall:** But the difference between us is that we would have done some planning on it. We would have known those figures if we were going to make some



rational changes. We challenged you and you are going to come up with a set of figures.

**Hon. Mr. Timbrell:** The point is that there is no easy time to make this kind of announcement. I think it is fair to say that the difference between our two parties is that this party is prepared to look at reducing the size of government. We have shown that repeatedly. And that one apparently isn't.

Perhaps you weren't in the room when somebody in the House said earlier today or yesterday, "What have you got against Windsor?" I have nothing against Windsor.

**Mr. Bounsall:** You certainly can't prove it to anybody down there.

**Mr. Cooke:** Your Labour Minister made a ridiculous comment today about Windsor.

**Hon. Mr. Timbrell:** I suppose, if I were being political, I would be advancing the kind of arguments you are—

**Mr. Bounsall:** It isn't just political. This community is pretty furious, Mr. Minister.

**Hon. Mr. Timbrell:** In trying to carry out the responsibilities of this office, every part of the ministry has been looked at to try to find ways for further cost efficiency. Hopefully, I don't have to remind you of the reduction in revenue this year which, when that was referred to by the Treasurer in September, it was indicated that the government would have to cut more staff, hopefully through attrition, but never denying the possibility, and in some areas the probability, of some layoffs.

**Mr. B. Newman:** Like the \$20 million you threw away on an election.

**Hon. Mr. Timbrell:** I prefer to stay on the relevant subject. All the detailed figures you require we will give you tomorrow.

The committee adjourned at 6 p.m.

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 Campbell, M. (St. George L)  
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### Ministry of Health officials taking part:

Backley, W. A., Deputy Minister  
 Rose, J. B. S., Assistant Deputy Minister, Administration and Health Insurance  
 Rowe, G. A., Senior Administrative Consultant, Institutional Operations Branch  
 Sarjeant, J. S., Executive Director, Information Systems Division











No. S-26

# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### Social Development Committee

Estimates, Ministry of Health



**First Session, 31st Parliament**

Wednesday, November 16, 1977

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, Q.C.

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# LEGISLATURE OF ONTARIO

WEDNESDAY, NOVEMBER 16, 1977

The committee met at 2:08 p.m.

## ESTIMATES, MINISTRY OF HEALTH (continued)

**Mr. Chairman:** I see a quorum. The meeting will come to order now. We had considerable discussion and I know that there are many who have made it known to me that they want to discuss the Windsor situation under health insurance.

**Mr. Duksza:** Mr. Chairman, didn't we do it? We started doing that.

**Mr. Chairman:** Yes, but the whole problem is we want to carry these votes prior to that; we have not carried a vote yet.

**Mr. Duksza:** But isn't that policy, really, in the main sense?

**Mr. Chairman:** Normally the minister asks to take one item at a time. He referred yesterday to having his representatives here and having a full discussion on this, because I realize that there are four members in the area of Windsor who want to spend considerable time on that item.

**Mr. Duksza:** Yes, but we did start.

**Mr. Chairman:** Well we threw it open to Mr. Bounsall, but we hadn't carried a vote. So now if you have no more discussion we can start.

**Mr. B. Newman:** Mr. Chairman, I think they'll have a chance to get back to the Windsor situation later.

**Mr. Chairman:** Oh yes, we haven't come to it yet, really, if we follow this policy. It is item 11, health insurance.

**Mr. B. Newman:** Okay, that's good.

On vote 3101, ministry administration and health insurance program; item 1, main office:

**Mr. B. Newman:** Mr. Chairman, could I ask whether I could discuss the study conducted in Windsor-Essex concerning the differential of the air quality between the city of London and the city of Windsor, or do you want that under research?

**Mr. Chairman:** Research, I would think.

**Hon. Mr. Timbrell:** It is really under the Ministry of the Environment.

**Mr. B. Newman:** I don't know if it is under the Ministry of the Environment, be-

cause it is a study directly related to the health of the individuals involved.

**Hon. Mr. Timbrell:** That's environmental health.

**Mr. B. Newman:** I am particularly interested in the health aspect and the possible funding from your ministry to assist in the study.

**Hon. Mr. Timbrell:** There was something of a mix-up on that, but basically it is an environmental health issue and I have referred it to the Ministry of the Environment. I think I am correct in this. If the appropriate staff is here, perhaps we can verify this. I think there has already been an exchange of correspondence between the Ministry of the Environment and that group and some meetings already arranged; so it really does not come under the Ministry of Health.

**Mr. Cooke:** Mr. Chairman, on that same question, because I have had a fair amount of correspondence with the minister on it, I just wondered why it took about five months from the initial correspondence with him for him to decide that it was under the Ministry of the Environment?

**Hon. Mr. Timbrell:** It is our fault; I accept that.

**Mr. Cooke:** You strongly recommended to Mr. Kerr, I understand, that this would be a good project.

**Hon. Mr. Timbrell:** You know of our concerns from our research people as to the quality of the initial stab at it. There was a lot of things which our people felt had to be cleaned up before you could really go beyond that.

**Mr. Cooke:** Yes, I realize that.

**Mr. B. Newman:** Mr. Chairman, I don't intend to pursue it at all. I will abide by your ruling. The only thing is, it is the Essex County Lung Association, which is a health organization and not an environmental organization, and it is asking your ministry for funds. You may have referred it to another ministry for funding, but I am looking solely at the health aspects of the individuals involved.

**Hon. Mr. Timbrell:** It is an environmental health issue and therefore—

**Mr. B. Newman:** Almost everything, Mr. Minister, is related to some aspect of environmental health, whether it is exposure to the atmosphere or exposure to the scalpel of a doctor. The funding is what I am interested in. You are not going to provide it with funding, is that it?

**Hon. Mr. Timbrell:** The matter is in hand between the group and the Ministry of the Environment.

**Mr. B. Newman:** Then I can just close by saying you are not going to provide them with funding. We will have to raise that under the Ministry of the Environment. Supposing, when we raise it under that minister's estimates, he turns around and says, "Well, it is a health issue."

**Hon. Mr. Timbrell:** I am sure he won't, because there has already been contact and the ministry and that association are discussing it.

**Mr. B. Newman:** That is in agreement with you, then, Mr. Minister; and he has agreed to come along and accept that responsibility.

**Mr. Duksza:** Mr. Timbrell, does the Minister of the Environment (Mr. Kerr) know that you have shifted it?

**Hon. Mr. Timbrell:** Yes, I wrote to him.

**Mr. B. Newman:** All right, I will let it go then, Mr. Chairman.

**Mr. Duksza:** Can I rise on a very similar question? As everyone is aware, of course, certain occupational health matters have been shifted to the Ministry of Labour, but the basic responsibility, once the problem occurs, still remains yours.

**Hon. Mr. Timbrell:** Yes, once it comes into the health delivery system, sure.

[2:15]

**Mr. Duksza:** I just wondered, then, what would be the area of your responsibility as a minister in terms of the health problems arising from occupational health hazards? I am asking for a policy statement from you.

**Hon. Mr. Timbrell:** Yes, I think this came during the time of the shifts that were made between Labour and Health and Environment. There is an ongoing liaison between the three ministries; we are aware of what they are doing so that when it crosses the fine line—and it really is a fine line—between the work place or the general environment, and into the health delivery system, into public health or institutional health or whatever, we aren't letting things fall between the stools, as it were.

**Mr. Duksza:** But in terms of studies, do

you want me to ask the question under your research item?

**Hon. Mr. Timbrell:** Yes, please.

**Mr. Duksza:** If I wish to ask you questions on occupational health, this will be under research data.

**Hon. Mr. Timbrell:** Research studies, yes.

**Mr. Chairman:** Shall I have vote 3101 carry?

**Mr. Conway:** No, Mr. Minister, I have just one or two questions I would like to raise, with your indulgence. I noticed yesterday in votes and proceedings, Mr. Minister, what looked like supplementaries. I'm not sure.

**Hon. Mr. Timbrell:** This was voting supply for the Ministry of Community and Social Services; and these are the supplementaries that were dealt with in the ComSoc estimates.

**Mr. Conway:** I wanted to be very sure of that; that's what I thought. That is all those votes, then, individually reflected in some part of that transfer.

**Hon. Mr. Timbrell:** Yes.

**Mr. Conway:** Okay, fine; that's what I thought. I just wanted to be sure that's what it was.

Item 1 agreed to.

Items 2 and 4, inclusive, agreed to.

On item 5, information services:

**Mr. Conway:** Mr. Chairman, just a comment regarding information services, on a matter that has been passed on to me by our research people and I wanted to draw it to the attention of the committee. In the context of the contact between our research people and various ministries, there has been some concern that one of the most difficult relationships exist between that group and this particular ministry. It's a very specific problem. I relate this to you from a point of concern that they have raised.

The ministry's information services, apparently, seem either inadequate, confused or painfully slow, and we have found it much more productive to deal with the minister's office. To that extent it has been a positive relationship, but I wanted to draw the situation to your attention and ask you to take a look at your information services.

**Hon. Mr. Timbrell:** We have been looking at the communications branch, looking at a reorganization that would hopefully beef up our ability to get the information out. In a ministry as large and as broad as this, with the number of programs that relate to it, we get a lot of inquiries from the press, members, the public and so forth.

Your point is well taken. We are aware of the problem.

**Mr. Chairman:** Does item 5 carry?

**Mr. Duksza:** I'm going to ask you a question, Mr. Minister: Do you want me to discuss the question of providing services in different languages across the health system here or somewhere else? When I originally asked you, I limited myself to interpreter services in general hospitals, but I think it's broader than that because it may involve community services, policy, et cetera. Do you think that fits here or somewhere else?

**Hon. Mr. Timbrell:** I suppose it fits here as well as anywhere. This is the branch through which we disseminate the many pamphlets, columns, employee communications programs and so forth. We do distribute in English and in French.

**Mr. Duksza:** You distribute in two languages you say; do you distribute information in other languages?

**Hon. Mr. Timbrell:** We have some, but not for every brochure. It's as we see there's a demand, as I recall it.

**Mr. Duksza:** Where do you distribute?

**Mr. Backley:** We advertise in the ethnic media, on matters such as how to claim for OHIP benefits and that sort of thing.

**Mr. Duksza:** By ethnic media, do you mean all ethnic newspapers or selected ones, or the electronic media; what?

**Mr. Backley:** No, it's the newspapers; the ethnic newspapers, primarily the weekly newspapers.

**Mr. Duksza:** The weekly newspapers.

**Mr. Backley:** It would be aimed at how to apply particularly for benefits. It's not of a health education nature, generally; it's more benefits related.

**Mr. Duksza:** As a matter of fact, there's a very specific reason I have asked, because one of the Polish newspapers doesn't get it. I thought I must just bring this up while I'm questioning you on it. Do you select particular newspapers?

**Hon. Mr. Timbrell:** We relate to, or are part of, the overall government advertising program in the ethnic press. Who's co-ordinator of that now?

**Mr. Backley:** I'm not sure offhand.

**Mr. Duksza:** That's not your decision then, you would send it to the Ministry of Government Services or something like that?

**Hon. Mr. Timbrell:** It goes through the co-ordinator, as I understand it. Mr. Bain,

the director of that branch isn't here. He's working on another project for me. If I can take that as notice, I'll perhaps give you a list of where we've advertised in the last six months, if that would be helpful to you.

**Mr. Duksza:** Yes, I think that's one thing. So what you advertise is general information, how to apply for OHIP and things like that?

**Mr. Backley:** That's right.

**Mr. Duksza:** When it comes to the actual documents related to OHIP, are they printed in other languages besides English and—

**Mr. Backley:** English and French.

**Mr. Duksza:** Only English and French; have you considered printing it in other languages?

**Hon. Mr. Timbrell:** Not at this time, no.

**Mr. Duksza:** May I ask why not?

**Hon. Mr. Timbrell:** Cost.

**Mr. Duksza:** Are you aware how many new people who apply for OHIP actually cannot write, read or speak English?

**Hon. Mr. Timbrell:** As you know, about 50 per cent of those who immigrate to Canada come to Ontario, and about 50 per cent of that group comes to Metropolitan Toronto. Through the various services that have been developed over the years, including Ontario Welcome House and many others, particularly in downtown Toronto in ridings like your own, assistance is available. I'm thinking of the information centres and the services that have been developed by the various ethnic communities.

**Mr. Duksza:** Mr. Minister, I don't think we should assume that this is universal, when you say information services of this nature are provided to many communities in Metro. There are a number of information centres, but I'm specifically asking what the role of the ministry is in providing information about the vital services—which if you miss by God you don't get—in other languages beside the two official languages.

**Hon. Mr. Timbrell:** If we were missing some, and I have to acknowledge we're bound to miss some, as they entered into the health system and as they needed care, we would pick up the fact that they're not enrolled, and we would ensure that they get enrolled at that point.

**Mr. Backley:** I think, as well, we would feel we're more likely to get the individual reading an ethnic newspaper than coming to a government building looking for a particular pamphlet printed in his or her language. You're more likely to get more



market impact, if you like, through the newspapers.

**Mr. Duksza:** I accept that. This is in fact most important and I do laud you for it. But it doesn't change the fact that when it comes to actual forms and things, as well as information—and let's take OHIP as the example—it's not provided in other languages. It probably doesn't need to be provided in 15, but I think the Portuguese, the biggest and most recent group of immigrants, would have troubles. When they ask me occasionally I give assistance. But to go to an MPP for this type of information is a very elaborate exercise. And of course then I have to find a translator.

Have you thought of doing it in other languages?

**Hon. Mr. Timbrell:** No.

**Mr. Conway:** As a point of information, did you tell Dr. Duksza that it was just French and English, that is the range as we stand today?

**Hon. Mr. Timbrell:** On the publication, yes; but as far as to advertising—

**Mr. Backley:** We have the travel plan done in Italian.

**Mr. Duksza:** I did not get it. What kind of travel?

**Mr. Rose:** Coverage outside of Canada.

**Hon. Mr. Timbrell:** Excuse me, I think his concern had to do with forms, pamphlets. I should have brought an array of them along. Whether they are printed in more languages than English and French, the answer is no.

**Mr. Conway:** In Metropolitan Toronto they are not; it is just French and English for OHIP forms and everything.

**Hon. Mr. Timbrell:** Yes.

**Mr. Conway:** Have you researched what it would cost to do it, for example, in Italian and Portuguese?

**Hon. Mr. Timbrell:** Well it would be more than that once you got started. It would be more than just a couple. We would have to adhere to overall government policy—this is part of that—and there are also the practicalities of it.

The experience, as I have heard of it to date, is that through, first of all ethnic advertising in the print media, and then through the physicians and through the hospitals, we are able to pick up those who are not covered and get them covered; and that is done very expeditiously. In instances where they simply did not know about the program and they are proper landed immigrants, then I am not aware that we throw up any un-

necessary roadblocks, I have never had that complaint.

**Mr. Duksza:** I don't think we are talking about roadblocks. You mentioned physicians, it is picked up when they go to see a physician. Many physicians, if not the majority, after all, do not speak more than one language, so there is an immediate difficulty in explaining it. Isn't this an obvious place where you should have information material of this type? If you have this type of information for physicians, it should also be available in other languages, specifically for the physicians who have a large practice in Metro Toronto, of which up to 60 per cent now are of various ethnic origins; a significant percentage of which still does not speak English.

**Hon. Mr. Timbrell:** But diminishing, I think.

**Mr. Duksza:** You are quite right that immigration is diminishing, but I would not underestimate the percentage of people who do not speak English.

Let me give you one good example. The wives who do not work tend to have less ability to speak English because they don't get out of the home; and if they haven't done a course, the workers themselves don't understand it easily.

So I am back to the point of what are you prepared to do at the moment about providing information like that in other languages? And I don't mean 50.

**Hon. Mr. Timbrell:** No, but I think the ethnic advertising that we have published to date covers most of the problems in directing people to sources of information and what they should be doing. Then if there is still a language problem, my own experience as a member has been that they either come to the member or somebody in the community they trust—it might be the priest, it might be a businessman in their particular ethnic community or whomever—to assist them in getting over that barrier. The most important thing is to make them aware of it, which we do through the press.

**Mr. Duksza:** Well, Mr. Minister, I think that is not adequate. You are accepting the volunteer principle, plus the newspapers. That's not adequate for spreading pertinent information regarding vital services on behalf of your ministry to recipients, the people who after all use your services. I think you should think seriously of moving on this, because it is a problem I am raising on behalf of a number of MPPs in the Toronto area. I barely speak English myself, although I can understand it.

Hon. Mr. Timbrell: Do you read?

Mr. Duksza: Yes, Chinese.

Mr. Samis: He reads some pretty exotic stuff too.

Mr. Conway: Only on Monday.

Mr. Duksza: The next question, Mr. Minister, I think is it may well be assumed that once you are insured you know where to go for treatment. If you have actually surmounted the initial difficulty I mentioned, you still have to get the care and treatment, either at the community level, from a physician, or in a larger institution, a nursing home or a hospital. Could you give us some information as to what steps the ministry has taken to provide extensive or otherwise interpreter services, or any other service that you can see fit into it, both at the community level and at the hospital level?

[2:30]

Hon. Mr. Timbrell: I will let the deputy give more background information, but this is something that, as I have gone around the hospitals—and I have tried to tour as many as possible to get to know local circumstances, particularly in places like Lakeshore and the Toronto hospitals—that's the one question I do ask: "What do you do to cover off the language problems?" I will let the deputy go into more detail and come back to it. I have been impressed with what most hospitals are doing.

Mr. Duksza: Okay, let's hear what programs you have.

Mr. Backley: What we have done, first of all, is to tell the hospitals, about 12 months ago, if I remember rightly, that interpreter services were an allowable expense. In other words they are an expense which would be covered by the ministry.

Beyond that point, because it is very difficult to dictate what ethnic communities any particular hospital will serve, we have left it to the individual hospitals. As you know a number of them in Toronto—Doctors Hospital, Western Hospital, Mount Sinai—in fact do have quite a range of interpreter services.

Mr. Duksza: Excuse me, Mr. Backley. Is that an allowable expense extra to the existing budget or within the budget?

Mr. Backley: Within their budget, but up to that point it had not been an allowable expense. In other words it was something the hospital would have to pay for out of their private funds, but now we do pay for those services if they provide them.

Mr. Duksza: Could you then provide me with any figures as to whether this has been

picked up? Because if you are ordering across-the-board cuts and leaving it to the hospitals to implement them, clearly some things like that, in the context of a day-to-day operation of a hospital, may not be considered essential, even if many people of ethnic origin consider it a totally essential service. Do you have any figures on the availability of this type of service?

Mr. Backley: We would have to have a survey of the hospitals themselves. We do not have anything that has been done in the last two years, I would think, to find out what services they were providing.

Mr. Duksza: Well, Mr. Backley—this is through Mr. Chairman to you and to the minister, as long as you are listening, Mr. Minister—don't you think that this is an essential service? If I were to tell you that in some of our major teaching and other hospitals the availability of interpreters is very limited, would that surprise you? For example, at Doctors Hospital the routine is that someone on staff who speaks the language is called from their duties to interpret. This may work when someone is available, but it doesn't when they are not available. Don't you think that the present lack of these services necessitates some action from your ministry beyond what you are doing right now?

Mr. Backley: We mandate no services for hospitals; there are no services which are actually mandatory that they provide. There is certain legislation as to how they operate, but it is not mandatory for them to provide any particular service.

Hon. Mr. Timbrell: It is up to the board of the hospital. I was looking for the list; I guess it must be in the other book. For instance, when I went to Lakeshore Psychiatric Hospital they were good enough to provide me with a list of the professional and support staff in Lakeshore and the languages that they covered. They tend, I would think, more than say some of the hospitals further north, to get a lot of Slovak languages at Lakeshore, and you could see that reflected on the list of the professional and support staff.

When I visited Sunnybrook Hospital they showed me a directory which they keep at Emergency on which members of their staff with specific linguistic abilities are on which shifts and where, so that they can call people to assist in getting the basic information and beginning treatment of people who walk in the door.

This is quite common, but I think your



point is we haven't surveyed that in depth. That is something we should add to the many things which we do survey, and we will.

**Mr. Duksza:** Just a last remark on it and one other question on the subject. Any good diagnosis can only be arrived at if the examiner and examinee understand each other in terms of symptoms. It's very difficult to judge unless you know the full background; and in fact one takes a risk, I would say to you, that unless you do provide proper interpreter services the quality of care given to the many individuals of ethnic origin can never be adequate. This is one of the areas where I am concerned that your ministry has not made provision for reasonable health care for these individuals.

**Hon. Mr. Timbrell:** The ministry recognized that in allowing it as an expense.

**Mr. Duksza:** Yes, you are allowing it as an expense, but are you proposing to do a little more than that; to start with, a study of the need? Maybe you will not accept my proposal but what about some hard data in terms of a survey?

**Hon. Mr. Timbrell:** I think that your suggestion of a survey is a good idea, because we survey untold numbers of these matters. After the results we will take it from there.

**Mr. Duksza:** Second, of course, is the provision of actual services and training interpreters.

**Hon. Mr. Timbrell:** This really is in the institutional vote, what we are getting into now is in the institutional vote.

**Mr. Duksza:** I really do want to deal with it under the institutional vote, because it involves community groups, physicians; there is the role of the Victorian Order of Nurses and home care by nurses—all this could not be dealt with purely under the institutional subsection. I'm talking now about an understood service at almost all levels.

The other question is have you done anything along the lines of recruiting various ethnic personnel by both talking to the universities about various courses and recruiting people who speak particular languages for training in various aspects of health care?

**Hon. Mr. Timbrell:** Are you speaking of the health professions, or nursing or what?

**Mr. Duksza:** Yes; what have you, as a ministry, recommended? Whether it goes to the Ministry of Education or to community, colleges, et cetera, it doesn't really matter, but have you, as Minister of Health, concerned yourself about the provision of the

staff who speak other languages; have you taken steps to push other ministries to implement this kind of training program?

**Hon. Mr. Timbrell:** I don't think, and the deputy made the same point I was thinking about, I don't think that we are allowed, under the Human Rights Code, to do that.

**Mr. Duksza:** I'm not talking about quota, that would be a major development.

**Hon. Mr. Timbrell:** But that's what you are suggesting.

**Mr. Duksza:** No, it is an awareness. I mean in Osgoode Hall now they have consciously gone after making sure that they will accept those of Indian and ethnic origins to become lawyers, because they realize that even without the quota if you have people of ethnic origin who move to become lawyers this changes significantly the nature of parliament.

**Hon. Mr. Timbrell:** No, there are no quotas, but certainly if you look at the staffing patterns, either at the hospital in which you used to practice or Lakeshore or whatever, you'll find that when you look at the range of linguistic and cultural backgrounds of the staff, notwithstanding the lack of quotas they are covering off their client groups.

**Mr. Duksza:** Mr. Minister, to summarize: You really are then, not printing anything in languages other than English and French. You have not really made any step towards pushing for extensive ethnic services. I think that you have not done enough in terms of providing information, written information, for the ethnic origin patients in their own language. You have really not done very much from what I gather in discussions with you, and the way you and Mr. Backley have responded to me over the provision of interpreter services. You hide behind the fact that the hospitals are responsible, but still you are in overall charge. Nor have you even thought of pushing for health professionals of ethnic origin being trained to provide these services.

**Hon. Mr. Timbrell:** First of all, until recently about half of the new doctors in any given year were foreign immigrants.

**Mr. Duksza:** Doctors are 10 per cent of the health field.

**Hon. Mr. Timbrell:** And a goodly number of the nursing graduates, in recent years, have been people with more than just English as a background. I guess this is something that will constantly be the difference between us.

I remember reading your party's policies,



where you said that every hospital would become a provincial hospital, in effect that you would take over ownership and direction of the hospitals. I guess this does cause some problems sometimes, maintaining the voluntary hospital board system, but we've found that by indicating what kinds of things are allowable expenses, the boards which are drawn from the communities—and you only need to look, for instance, at the board of Doctors Hospital, they're drawn from quite a number of communities—

**Mr. Duksza:** I would hate to give you the lists of other general hospitals in Toronto.

**Hon. Mr. Timbrell:** I'm thinking of the hospitals about which you're most concerned, Western and Doctors and so forth. They do respond to the needs of their communities. I think they do a darn good job of it. Shortcomings? Okay, maybe we could publish more.

Finance is part of it. There are limitations on our budget as to how much we can produce. I think that the ethnic advertising has gone a long way. In my part of Metro which I represent, my largest ethnic community is the Greek community. Certainly from the leaders of that community—in fact the leader of the Greek community in Metropolitan Toronto is a doctor and I know him very well—we never had any indication there was a problem in ultimately getting information and access into the health care system. I think our ethnic advertising has gone a long way to alleviate what is admittedly a potentially serious problem with the large groups that have come into Metro.

I can't speak for the Portuguese. There is no community as such in the east end, at least my part of the east end. There are more Greeks and East Indians and so on.

Your suggestion of a survey is well taken and we will follow that up. When I say wait and see the results of the survey, that may indicate need for further action. So we'll make it, within the limits of what we're able to do.

**Mr. Duksza:** One correction, Mr. Minister. The NDP has a policy, of which I had something to do with, that does not specify nationalization in any sense but specifies that the hospitals should be directly responsible to a district health council; a district health council with teeth, that's precisely what it says.

**Hon. Mr. Timbrell:** I recall the 1971 document; I think that's the one that talks about them coming under provincial control.

**Mr. Duksza:** That, of course, I fully be-

lieve. You should have much more control, then you would in fact be able to tell the hospitals to provide more interpreter services; that's clearly obvious.

**Hon. Mr. Timbrell:** I may want to quote this six months or a year from now.

**Mr. Duksza:** You give the money, you pay for the whole thing, so you should have some control over it.

**Mr. Conway:** Mr. Chairman, I would like to ask the minister, in light of at least one recent study which seemed to indicate there was a deficiency in part in French language services provided in the field of Ontario health care delivery, for his comment at this point in time on that situation; and what if any corrective measures you are taking to ensure that in fact French-speaking Ontarians are going to be served as best as possible?

**Hon. Mr. Timbrell:** We advertised a number of months ago for a French language co-ordinator. At that time one of the qualifications we indicated was that the person should be an MD. We got two applications, one of whom was not an MD, and the other person withdrew. We then readvertised.

**Mr. Samis:** Where did you advertise?

**Hon. Mr. Timbrell:** We advertised in *Le Devoir*, the *Globe* and *Mail*.

**Mr. Backley:** We made it known to the medical journals as well.

**Hon. Mr. Timbrell:** And ACFO was aware that we were looking as well.

**Mr. Samis:** No French language ads, though?

**Mr. Backley:** Yes, all French.

**Hon. Mr. Timbrell:** *Le Devoir* is still printed in French.

**Mr. Samis:** *Le Droit* or *Le Devoir*?

**Mr. Backley:** I wouldn't know for sure, but it's certainly in the French-language newspapers as a French advertisement.

**Hon. Mr. Timbrell:** Which is the one that goes into Ottawa, *Le Droit*?

**Mr. Samis:** *Le Droit* is Ottawa, the French-language daily.

**Hon. Mr. Timbrell:** *Le Devoir* is Montreal.

**Mr. Samis:** But just that, no local coverage?

**Mr. Backley:** The *Globe* and *Mail*.

**Hon. Mr. Timbrell:** The *Globe* and *Mail*.

**Mr. Backley:** We also informed the Association of French-Language Physicians.

**Hon. Mr. Timbrell:** On your suggestion that we should have advertised in *Quebec* or whatever, certainly one of the most signi-

ficant points of feedback that I got from l'Association Canadienne Française de l'Ontario was that the successful applicant should be familiar with the Ontario situation. In other words, they were very clearly saying, don't take somebody from outside Ontario who doesn't understand the Ontario milieu.

Mr. Samis: If you had a choice.

Hon. Mr. Timbrell: If who has a choice?

Mr. Samis: If you had a choice of applicants.

[2:45]

Hon. Mr. Timbrell: I just wanted to finish on that. We ran a second set of ads. We had about a dozen applicants. You interviewed five?

Mr. Backley: Yes.

Hon. Mr. Timbrell: The choice has been made. It is Monsieur LeBlanc from Ottawa and he starts January 1.

Mr. Mancini: Didn't anyone from Windsor apply?

Mr. Backley: Not that I can remember. Sudbury was the main concentration.

Mr. Conway: What do you see as his mandate and what will you put into that mandate to redress some of the deficiencies that we can all agree exist?

Hon. Mr. Timbrell: We have prepared our responses on these. We felt we had to have the co-ordinator as the focal point within the ministry in providing advice to the deputy, and through the deputy to me, before we start on these matters. We will now get our policies through cabinet so that person's mandate will be clear regarding the policies of the government.

We will be relying to a very great extent on the district health councils to assist us in the parts of the province that are outlined in the Premier's (Mr. Davis') earlier statements as the areas where bilingual services will be provided. We feel we can begin on this in the very near future.

Mr. Samis: His mandate has not been established yet?

Hon. Mr. Timbrell: His mandate as far as the role in the office is to assist in the implementation of policy and to be advisory to the deputy, and through the deputy to me and the government, on these matters. The response as to "Pas de Problème" is we have been ready for a number of months, but we have been held up by the delay in getting our co-ordinator. Now we will go to cabinet and get that finalized and specify given policy.

Mr. Samis: Have you cabinet clearance

for your policy vis-à-vis "Pas de Problème"? Have you cabinet clearance for a definite policy as a result of this?

Hon. Mr. Timbrell: We are still waiting for that; we have been held up mainly because of the lack of a co-ordinator.

Mr. Samis: Yes, but you are making the policies, I assume, not the co-ordinator?

Hon. Mr. Timbrell: Yes, but the co-ordinator will be the person responsible to the deputy, and through the deputy to me, for the implementation; overseeing the implementation, let's put it that way.

Mr. Conway: You did indicate earlier that you had guidelines and a mandate, certainly well formulated. Would you care to share that with us now?

Hon. Mr. Timbrell: It hasn't been through cabinet, so I can't.

Mr. Conway: I wanted to speak briefly under that item, Mr. Chairman, about the alcohol education program. I wish to ask specifically what are we doing with the \$1.4 million we are spending?

Hon. Mr. Timbrell: One of the constraints that has been imposed on us, was a constraint of \$2.2 million in the area of alcohol education, so right now there is no alcohol education program on air anywhere.

Mr. Conway: I thought you had spent \$600,000 in ads.

Mr. Backley: I think that is the federal government program.

Hon. Mr. Timbrell: There is a program involving ARF and the feds; that may be what you have seen. That was one of the reasons we ended up being constrained.

Mr. Conway: Because of a duplication?

Hon. Mr. Timbrell: Well concern about duplication, really. This was at the point this year, as you recall when the revenues fell off and constraints were imposed on a number of areas, and that was one where we were forced to cut back, mainly because of a fear of duplication.

Mr. Conway: So are you saying that we are out of money in that particular category and there is no educational program under way?

Hon. Mr. Timbrell: No; we are not out of money in the total vote. For instance, I have recently asked the hospital association and the medical association to consider the possibility of a program on health care costs that would involve all three of us. I think you would agree there is merit in the ministry and the two most visible participants in the delivery of health care getting some facts out



so that people can understand the enormity of the problem and the scale of spending.

**Mr. Conway:** Given the enormity of that problem, and the priority that I think the problem has been properly given, in both the main legislative debate here and in specific recent legislation and select committee reports, I just wonder whether or not this is the sort of enthusiasm required, or whether or not we should be pursuing this. While I am quite cognizant of the fact there are other principles that have to be drawn into the debate as well, should we not be proceeding with much more vigour than would appear obvious in this instance?

**Hon. Mr. Timbrell:** As the Premier indicated, this was to be part of an overall package of things to come forward in the spring. There was already reservation in the ministry when I got there, which I share, as to whether we were getting much bang for our bucks with what was being done. We won an award in the United States for the "Be Your Own Liquor Control Board" advertisements.

**Mr. Backley:** We won them all over the place.

**Hon. Mr. Timbrell:** However, there wasn't much there in terms of feedback as to whether it was having an impact. Given that we are not sure of getting value for the money, I could not see putting good money after bad, particularly when ARF and the feds are into another program.

**Mr. Conway:** What the Premier said last Thursday leads us to believe there would be a package of legislation and proposals put together for the early spring. Obviously then, the next few weeks or months are going to provide us with the incubation of that program. What kind of advice will you be giving to your cabinet colleagues in that connection? What sort of proposals will you be making regarding what you want to see in that overall package relating to an alcohol education program?

**Hon. Mr. Timbrell:** We have not completed it. I mentioned we were reviewing the whole communications program, and part of that is content as well as the actual structure.

My main interest lies in the schools. We have worked with education. I want to satisfy myself as to whether or not advertising is worth spending the money on. It is part of the overall evaluation.

Eugene LeBlanc is in the ministry on secondment from the Addiction Research Foundation. Eugene, do you want to come up and broaden this conversation?

**Mr. Van Horne:** When you say "ministry" you are referring to Health now?

**Hon. Mr. Timbrell:** Yes.

**Mr. Conway:** Then you have yet to be convinced that for the dollars allocated to such advertising, a fair return is possible?

**Hon. Mr. Timbrell:** Obviously I have got to resolve that with my staff and in my own mind.

**Mr. Van Horne:** But how do you assess that? That bothers me.

**Hon. Mr. Timbrell:** Eugene, do you want to comment on that?

**Dr. LeBlanc:** The problem, generally, is that it is difficult to produce changes in behaviour by advertising alone. Most current research suggests that such education induces social plasticity, thus permitting social policy changes to take place. One might argue, since the issue of alcohol has become such a pertinent topic in the House, that perhaps the education program has been fairly successful. But in terms of primary prevention, the notion that people's behaviour will change because you provide a large amount of information, generally has been shown not to be the case.

The classic example is smoking, where the majority of the facts of smoking advertising were produced, and then subsequent social changes were introduced, such as current smoking legislation and no-smoking areas; but not, per se, that a simple information transfer altered people's behaviour on the basis of the information alone.

**Mr. Conway:** What is your ministry's position in connection with lifestyle advertising on behalf of liquor and beer companies? Have you a position to the extent that you would recommend to an appropriate council that from the Ontario Ministry of Health's viewpoint there should be an effort made to curtail that kind of advertising?

**Hon. Mr. Timbrell:** There is an inter-ministry committee that's advisory to the Ministry of Consumer and Commercial Relations. We have representation on that.

**Mr. Conway:** This has been a topical discussion in the context of the liquor question in this province for some years now. What is your personal disposition, or Dr. LeBlanc's position on that? We talk at great length from time to time about lifestyle advertising in liquor.

**Hon. Mr. Timbrell:** My own opinion is that limiting the advertising will not solve the problem. It's a fine line, and I know the Consumer and Commercial Relations people



watch this fine line every day of the week in dealing with the companies and the ad agencies. Certainly we should not be encouraging our young people through advertising to adopt this as a desirable lifestyle.

**Mr. Mancini:** Are you saying that these ads don't make any difference as far as you are concerned?

**Hon. Mr. Timbrell:** No sir; we've begun to talk about something else. We're talking about the advertising of the industry and your colleague was asking me my feelings on it. He mentioned at one point the possibility of abolishing advertising altogether. I feel that won't solve the problem, particularly when we live so close to the USA. I'm looking at it from the point of view of a resident of Metropolitan Toronto, where a good portion of the TV our kids watch is coming in from Buffalo. Banning advertising here isn't going to solve your problem.

I recognize that it's a fine line that my colleague the Minister of Consumer and Commercial Relations (Mr. Grossman) and his staff walk every day and that we should be discouraging the kind of advertising that promotes the notion that living the good life means imbibing.

**Mr. Conway:** With the many millions of dollars spent by the private sector advertising its liquor products, it's certainly very much a question as to whether there's any value in the government spending a relatively small amount to counteract that. Certainly that's coming back to your point about not being sure what returns are there. I would have to agree with you there's no sense in trying to attack that Coliath if you're not going to do something about it.

**Hon. Mr. Timbrell:** It does come back, to a great extent to the schools.

**Mr. Van Horne:** What liaison is there between you and the Ministry of Education?

**Dr. LeBlanc:** Through the Addiction Research Foundation we have been very active in the preparation of materials, with extensive field testing. The program began in the seventh, eighth and ninth grades and has been expanding to higher and lower grades. A couple of the people who are working on it are school teachers who have taken master's programs in education and are working specifically on curriculum development and field testing.

Metropolitan Toronto's school board hasn't been as helpful as two other school boards, one to the west and one to the east: their names escape me, but there was a fairly active program.

**Mr. Van Horne:** I don't wish to get off the topic here, but I think it's important for us to keep an eye on the dollars that might be spent from your budget and from the Ministry of Education budget. I'd like to know later on how much money was spent by your ministry and by Hon. Mr. Wells's ministry; and I also think we should keep an eye on what the Premier intends to do.

The package you referred to, Mr. Minister, the package for the spring, which was brought up again by the Premier last week, will likely come back to us some time in the spring of 1978, maybe to be implemented sometime later in 1978. This is the great old game of shuffling the cards down the line.

[3:00]

I don't quarrel with that, if in fact shuffling the cards down the line will lead us to an effective program, why waste money on something now that isn't going to bring any results. But having said that, I'd like to go back and reiterate that I think we should have an understanding of how much money is spent from both ministries' budgets, if that's possible to determine.

Secondly, I'd like to ask a further question about the advertising.

**Hon. Mr. Timbrell:** I'll get those figures. They're not broken down by individual activities.

**Mr. Van Horne:** Through you then, if I could pursue another corollary here through Dr. LeBlanc. I heard this morning on CKEY that the number of people who stopped smoking in the United States last year was 17 million, a number worth noting. The question, however, from the commentator who was reporting this was: "I wonder how they determine that?" Without saying it, he implied to me that perhaps half of those 17 million had died from smoking; you never know.

**Hon. Mr. Timbrell:** That's how they stopped.

**Mr. Van Horne:** Yes, it's a very definite conclusion to what they were doing.

**Mr. Conway:** Give up your evils and you'll last a while.

**Mr. Van Horne:** However, if you look back and assess the type of advertising where they did really hammer, through the American Medical Association, the percentage of coal tar and nicotine and other things that were injurious to health, one would have to wonder if it isn't worth taking a look at the things that are injurious in the product here.

I don't know how you can assess that. I'm sure the medical people can. How do you

assess? Is it a scientific assessment? It is suggested that it is; as opposed to the personal, subjective view that you might take in the advertising process.

It is a many-headed question, but is there any merit in following what you counterparts in the United States did?

**Hon. Mr. Timbrell:** Are you referring to the labels that appear on packages?

**Mr. Van Horne:** Yes.

**Hon. Mr. Timbrell:** Those are now on packages in Canada.

**Mr. Van Horne:** Yes, but I'm trying to convert that to the alcohol thing.

**Hon. Mr. Timbrell:** I'm sorry; I was still talking about smoking.

**Mr. Van Horne:** I was drawing an analogy there.

**Hon. Mr. Timbrell:** I'm sorry, are you suggesting labelling?

**Mr. Van Horne:** I'm just wondering if any thought has been given to that? If you're suggesting that removing the present life-style advertising really won't be attacking the problem, is switching the type of advertising going to be part of the result for you?

**Hon. Mr. Timbrell:** That is part of the problem I have to resolve before the spring when we put together the package; that will have to involve more than just a subjective analysis of the effectiveness of the program.

**Mr. Van Horne:** I agree. If it's fair to compare one evil with another, and if we can go back to the American tobacco analogy that I was throwing out just as an example, I did hear that report this morning. I wonder where they got the information, and how, in fact, they did assess it.

**Hon. Mr. Timbrell:** I didn't hear the report. Did you hear the report?

**Dr. LeBlanc:** Yes; the way you establish those numbers is by extrapolating the poll populations from Gallup Poll types of surveys, with appropriate assessments. I should point out that there are differences in the problems with smoking and alcoholic beverages which show that any smoking at all is injurious to health, whereas that has not been shown in the case of alcohol.

Secondly, as opposed to the case of cigarettes, it is not as complex a story as to what causes the problem; there it is just one substance that causes the problem and that is the alcohol.

**Mr. Conway:** But I would again ask this question: What kind of expectation will you have and what sort of input will you want into this package, since it relates so very

directly and so very importantly to much of what your ministry is trying to do in so far as preventive help is concerned? At this late date—and I know you were certainly involved in that discussion last week, at least it was reported that you had an opinion, I believe, on that particular bill—as Minister of Health, what will you be taking to that discussion? What sort of things do you want that package to reflect?

**Hon. Mr. Timbrell:** I guess because of my background as a teacher my main concern is that the way we get at the young people be improved. I don't think you do that through preaching; at least that's been my experience as a classroom teacher. You don't preach at the kids. I know your background's in education and, Bernie, you were a teacher as well; you would agree that, whether it's through advertising, curriculum or incentives of whatever kind, we must get at the young people.

My concern is that perhaps we spread ourselves too thinly in approaching the entire population. While we should not ignore anyone, perhaps we should be concentrating more on the young people. My experience has been that the young people will do a lot to change the attitudes of the older people, whether it be on matters of social conscience, the environment, health or whatever. We have a resource there to deal with the rest of the populace that is perhaps being ignored.

The best example I can think of is that when I started to teach in 1967 it was the very unusual person who was concerned about the environment. Somehow—I won't go into all the factors—the environment became the cause of the young people and, through them, it spread throughout society. They brought the rest of society with them, I think it's fair to say.

**Mr. Conway:** Following from what you've just said, then, can we expect that one of the expectations you will have is to get a commitment from cabinet that such things as the alcohol education program of your ministry will be heeded up substantially in terms of available resources? I speak particularly about financial resources. Is that the kind of thing you'll be expecting?

**Hon. Mr. Timbrell:** I want to—and will, by then—review the whole thing again as to what we're doing and whether we need to do more of the same or implement additional programs. Out of that may come the need for more money.

But, in government, I've never started with the assumption that you need more

money and then try to fit everything else around that.

Mr. Cooke: Just on that, if I could just make one comment. I hope when you're talking to your cabinet colleagues you'll take a look at more than just the advertising and that type of thing. I haven't heard any discussion today, when we were talking about the alcohol problem with young people, about the lack of jobs and the job opportunities for people of that age.

Until we look at more than just the use of alcohol and trying to brainwash them into believing that alcohol is wrong, we'd better look at the idea that there are social problems that cause this disease. Until your government is willing to attack those social problems, one of them being jobs for young people—

Hon. Mr. Timbrell: I wondered how you'd get that in.

Mr. Cooke: I think it makes a lot of sense. I congratulate you on your adroitness.

Mr. Duksza: It is only reasonable, Mr. Minister—it's not adroitness.

Mr. Chairman: Mr. Samis has been waiting here for a while.

Mr. Samis: I'm always willing to listen to the gems of wisdom from my colleagues.

Hon. Mr. Timbrell: I guess you're saying really the same thing as far as preaching is concerned. You're not going to solve the problem with our young people by preaching. That has been my experience, anyway.

There will always be social problems. It's just a question of which problem will be current. Surely what we want to do more and more is to inculcate in our young people the idea that you don't run away from a social problem, whether it's lack of employment or personal or otherwise, and hide it in a bottle.

Mr. Cooke: Or maybe they do what the government does—they ignore the problem.

Hon. Mr. Timbrell: We were having a pretty rational discussion.

Mr. Chairman: Any more discussion on item 5?

Mr. Samis: Thank you, Mr. Chairman. I won't pursue the questions after all, since I know my friends on the far right are against assisting free enterprise and small business. I'll leave them to their own policies.

Can I just ask you about a couple of items in the Dubois report?

Hon. Mr. Timbrell: Who's on your far right?

Mr. Duksza: You.

Mr. Samis: You know what Darcy designates as the far right.

Hon. Mr. Timbrell: Oh, you mean them.

Mr. Samis: You're somewhere left of far right.

There are a couple of statistics in the Dubois report, and I'd just like to ask you whether they're accurate in what they said about the degree of bilingual personnel in your information services and otherwise. On page 24, for example, they say: "The information service does not have one single French-language employee." Is that correct, is it still correct and do you intend to keep that policy?

Hon. Mr. Timbrell: We use the translation services, but I think that's one area we're going to have to look at.

Mr. Samis: I would suggest that's a problem if you rely on people not within the ministry. I think it reflects a mentality that you're not getting the input you could have from having an actual francophone Ontarian within your information service. It's not just translating or transmitting words; it's also values and problems.

Hon. Mr. Timbrell: We do have other French-speaking employees in the ministry, in the head office for example, but not in that branch. We use the translation services for answering inquiries in all branches.

Mr. Samis: I think that was one of the criticisms of the Dubois report, wasn't it; the absence of core personnel within the ministry to reflect the attitudes and the particular problems and concerns of the francophone Ontarian minority, as opposed to referring someone on the outside?

Hon. Mr. Timbrell: Our record if you look at the amount of material we get out in the French language stacks up pretty well.

Mr. Samis: They didn't criticize you on the amount of material, they criticized you on the absence of personnel reflecting the background of the minority.

It's the same thing, for example, that you hear in Quebec these days. The anglophone minority is bitching loud and clear, with good reason, about the very small percentage of English-speaking people in the Quebec civil service and the lack of representation.

It would be equally unacceptable for a PQ minister to say we have a translation service, if you want to ask us something in English we can get you the answer in English. That obviously doesn't answer the problem.

Hon. Mr. Timbrell: Let me just say any inquiries I get in French are answered in



French and they're answered just as promptly as the others.

Mr. Samis: I wish all your colleagues would follow that policy.

On page 65 they make a statement, and I quote: "In the higher echelons of the ministry, from executive director to assistant deputy ministers and the deputy minister, there is not a single person who has any knowledge of French. With one or two exceptions, there are no French-speaking persons on their office staff."

Hon. Mr. Timbrell: I'm sorry, that is not true. One of my assistant deputy ministers is fluently bilingual.

Mr. Samis: How long has he been with you?

Hon. Mr. Timbrell: Two years, three years? How long have you been in the ministry? Two years?

Mr. Samis: Is he in the room?

Hon. Mr. Timbrell: Yes.

Mr. Samis: You're saying this is inaccurate then?

Hon. Mr. Timbrell: Yes; Mr. Sadiq is bilingual.

Mr. Samis: Okay. There's another thing they mentioned. On pages 66 through 68 they outline their views on the role the director should play. I don't know if you have the document at your disposal.

Hon. Mr. Timbrell: No, I don't.

Mr. Samis: If you could go by memory, could you give us some idea if your concept of the role of the director, once you get this approved by cabinet, corresponds in general with what they've outlined? They've got it written into 14 major functions.

Hon. Mr. Timbrell: I haven't got my copy of the report here because it is a much later vote. Basically, the title is that of co-ordinator.

Mr. Samis: Co-ordinator, right.

Hon. Mr. Timbrell: The policies, the responses to each of the recommendations of "Pas de Problème", have been formulated for several months and will go to cabinet. What comes out will be government policy, and the co-ordinator's role will be to assist the deputy in overseeing and implementing that.

Let us recognize, and I guess in part this comes back to an aspect of the earlier discussion with your colleague from Parkdale, in parts of the province we will have to work with public hospitals, with their own community boards, and we will be relying to a very great extent on the district health

councils and the goodwill which I have reason to expect will be forthcoming from those boards for the implementation. His role is that of a co-ordinator, implementer I suppose, as opposed to what I think they call a director, somebody who will sort of force people to do things. The reality of the health care system in this province is it is a partnership, it is a matter of give and take; so we have to be constantly working, with the hospitals in particular but with the whole health care system in general, rather than leading it by the nose.

Mr. Samis: Without asking you what actual policies you proposed to cabinet, can you give us a general idea of your reaction and attitude toward the criticisms and proposals made by the Dubois report vis-à-vis the ministry itself; not the health councils, the hospitals, the services—but some of the things they've said about the ministry in terms of the degree of bilingualism, the access provided and the personnel situation? If you agree with some of their criticisms, in general terms again, what would you like to do about it in the coming year?

[3:15]

Hon. Mr. Timbrell: Well, it is difficult to respond to that without getting into—

Mr. Samis: Try to keep it in general terms.

Hon. Mr. Timbrell: —I think the very fact that my predecessor commissioned the report was a recognition there was more the ministry could and should be doing in relating to the francophone community.

Mr. Samis: As a result of criticisms being made by people like ACFO and other groups.

Hon. Mr. Timbrell: However that may be, my predecessor did not have to commission a report, he could have dug in his heels; but to his credit he did not.

I guess if I have any one criticism it would not necessarily be of the report but of the expectations developed around the report; expectations that somehow the ministry could, with a snap of the fingers, correct all the problems.

I have explained to ACFO, and I think they appreciate the situation, that it will be very much an exercise of co-operation between the ministry and the institutions. There are certain things we will have to do in the ministry, I recognize, to improve our capabilities in the second official language of the country; but when it comes to dealing with institutions, we cannot just order things to happen overnight. I think they will happen, but some areas it may take a little longer.

**Mr. Samis:** Leaving out your relationship with institutions and services, again could I just ask you what your goals are in terms of improving the situation within your ministry in the upcoming year?

**Hon. Mr. Timbrell:** Well, to begin, there is the implementation of policies ensuring the delivery of health services in both official languages in those parts of the province which we have, for purposes of all government policies vis-à-vis bilingualism, designated for bilingual services.

**Mr. Samis:** And personnel-wise?

**Hon. Mr. Timbrell:** Personnel-wise, frankly it is increasingly more difficult because of the fact that with restraints we are having to reduce staff overall in the ministry. We are not hiring very many from outside at all. Anybody who is moving into a job, by and large, is moving from another part of the ministry where he or she has been red-circled; or they are moving from another ministry into ours. So that makes the problems all the more difficult. But in the long term, I think I would agree we have to beef up our capabilities in that area.

**Mr. Samis:** I would just like to close, Mr. Chairman, by saying I realize the budgetary constraints the "hangman" is putting on the minister. However, I would hope in the context of the present political climate, and I just happened to read his speech of November 14, 1977, where he did talk about federalism and the importance of keeping the country together, et cetera, that you would pursue the necessity of having this particular lack of representation injustice, whatever you want to call it, remedied within your ministry; and that budgetary restraints, in view of the present political climate, would not preclude action being taken in the coming year.

**Hon. Mr. Timbrell:** But the practicality of it is there just are not many openings in my ministry for people to come from outside.

**Mr. Samis:** I realize that; but I am just saying I hope that doesn't totally preclude action on your part within the limitations you have.

**Hon. Mr. Timbrell:** I just hope that everybody will appreciate that limitations do exist and the implications of them. We are not going to change it overnight. However I think once we have gone through cabinet and made our announcement of our reactions, they are realistic and I think they will be clearly understood.

**Mr. Samis:** One final question and then I will leave it, Mr. Chairman. If everything

goes according to your desired schedule, when can we expect some announcement as to your actual policies? Early in the new year?

**Hon. Mr. Timbrell:** Before the end of the year, because the co-ordinator starts the first day of January.

**Mr. Conway:** You have stated at least twice in the last 15 minutes your ministry did in fact formulate its response to the Dubois report. Given the fact that both the Premier, and I think and you as well, clearly stated this to be a priority area for the Ontario provincial government, I would ask one question to begin with: When, roughly, did you finalize your response to that report?

**Hon. Mr. Timbrell:** It's been ready for a number of months. Had we carried out hiring following the first round of advertising the whole thing would have been out and under way about three months ago; but that delay in the selection has been a serious problem for us.

**Mr. Conway:** It just seems to me the personality is quite subsidiary to the policy, the guidelines and the mandate. Since it's so important, and is such a matter of urgent public concern, as I see it, and as I'm sure you and the Premier would as well, the fact a personality was not found should not under these priority conditions, in my estimation at any rate, preclude you from proceeding through the normal channels. We now find ourselves in a situation where the reverse is the case. We've got the personality, but because the search for him was so long we're now not aware of the mandate because it has not proceeded through cabinet.

I guess what I'm saying is the procedure obviously sounds to me like one that's taken six or eight months, or maybe longer in this context. Surely government can move with greater dispatch on such a priority item.

Obviously we might differ on that, but it seems to me the mandate and the guidelines are very important and they can be determined and publicized without the personality being involved.

**Hon. Mr. Timbrell:** I wanted to tie the statement of government policy with the beginnings of the individual's work. If there's a fault or whatever that you want to pinpoint, that may be it; but that's my response.

**Mr. Dukuza:** Just one last thing, Mr. Minister. When I was questioning you about the provision of services for ethnics, I missed out a part, rather an interesting example of what you have done already. It was pointed out to me by my parliamentary intern that in your annual report of 1976-77, on page 4, you have what is called an affirmative action

program, or AAP, which is committed to providing catch-up programming for the ministry's women employees. Could that possibly be a paradigm applicable to many ethnic services, both in the ministry and outside? Have you considered this?

**Hon. Mr. Timbrell:** This is part of the government-wide affirmative action program, which relates to assisting in the career development of female personnel. It's quite different from what you were talking about.

**Mr. Duksza:** I realize it's quite different and it is concerned with employees inside the ministry. I'm saying this is one of the models to use. Maybe what I was missing is what affirmative means in terms, not of producing but of devising programs to deal with the whole scope of your responsibilities in terms of ethnics. It needs, in fact, this type of an action.

In the United States in the last number of years people have consciously moved towards affirmative action to try to readjust the balance towards groups like ethnics; would you consider this approach, one way or another?

**Hon. Mr. Timbrell:** Again I have to go back and say that over the last six years I've been around, a great deal has been done. First of all there is the citizen's inquiry branch, which as you know answers inquiries from people presenting themselves on the scene, or by phone or letter, in 20-odd languages I believe. I've seen the development of the Ontario Welcome House, I think that's its proper name, down near the harbour. I've seen the development of a variety of information centres, particularly around Metropolitan Toronto, providing the service of various people with a variety of linguistic skills.

The ethnic advertising program is an innovation, which I guess really got going about four years ago, embracing the whole of the government. In fact ministries are ordered—we were ordered—to project funds in our budgets for ethnic advertising. So there's a central policy that ensures we do project moneys to get information out to the various ethnic communities in the print media.

I know one can always say that there's room for more service in any area and we're prepared to look at them.

**Mr. Duksza:** Well that, I suppose, is what I am saying. I don't want to go into questions of value and non-value or what the other services of the government have been doing in terms of information services, et cetera. I am really searching and asking you

for more affirmative action. The point I have raised in terms of provision of services for ethnics was in the scope of your ministry and your responsibility.

**Hon. Mr. Timbrell:** Yes.

**Mr. Ruston:** On information services, in 1975-76 you spent \$1,824,000 and your estimate at that time was \$3 million. Then in 1976-77 your estimates were \$3,163,000, and of course we don't have the actual figure for that as yet. Now you are raising it another \$1.5 million to \$4,662,000. I wonder, is the \$600,000 that was advertising for "Be Your Own Liquor Control Board" a part of this estimate?

**Hon. Mr. Timbrell:** It could be. I will get you the actuals for 1976-77.

**Mr. Backley:** Yes, it was.

**Mr. Ruston:** What other increases are there to bring it up that much? You increased it about one-third in one year?

**Hon. Mr. Timbrell:** The biggest part, Mr. Ruston, is a drinking-driving program, which as I mentioned earlier has been constrained.

**Mr. Ruston:** Has been what?

**Hon. Mr. Timbrell:** Has been constrained and is not being done. So the actuals, depending on plans which are developed between now and the end of the fiscal year, and how successful we are with the Management Board, will be less than the \$4,662,000 for this year.

**Mr. Ruston:** The \$600,000 was—

**Hon. Mr. Timbrell:** Part of that increase.

**Mr. Ruston:** Was part of this year?

**Hon. Mr. Timbrell:** Yes.

**Mr. Ruston:** That was on last year.

**Hon. Mr. Timbrell:** Yes; but part was for "Be Your Own Liquor Control Board." How much was included for drinking-driving?

**Mr. Rose:** The total increase, virtually, with the exception of salaries, was for drinking-driving last year. The previous year was for the alcohol education program, the increase from \$1.8 million to \$3.1 million.

**Mr. Ruston:** I know I am being facetious, Mr. Minister, but I had one fellow tell me he was a taxpayer and he was reluctant that we should be spending that kind of money, because he said all it reminded him of when he was watching television was going and having another beer.

**Hon. Mr. Timbrell:** Well, you just reinforced the point I made earlier, in discussion with your colleague from Renfrew.

Item 5 agreed to.



Item 6 agreed to.

On item 7, legal services:

**Mr. Conway:** Just very briefly to the point raised last day about the legal services. I was looking at the briefing book this morning, in connection with preparation of orders in council with respect to ministry appointments. Am I right, and I just wasn't sure the other day, coming back to that order in council relating to the hospital closings, did that originate with the legal services branch of this ministry?

**Mr. Backley:** You realize personnel of the legal branch are seconded from the Ministry of the Attorney General.

**Mr. Conway:** That is right.

**Hon. Mr. Timbrell:** All the lawyers are actually employees of the Ministry of the Attorney General and seconded to us, it is a contract service.

**Mr. Conway:** In that sense, though, your legal services, the figures that we have, those dollars are—

**Mr. Backley:** Are the payment to the Attorney General's ministry.

**Mr. Rose:** They have been relatively constant, too.

**Mr. Conway:** Do you keep certain of those people on staff or at your disposal; or is it simply on an ad hoc basis?

**Hon. Mr. Timbrell:** No, no; they are in the building. They are in the building and are designated as a legal services branch. Mr. Bernstein and Miss Wysocki, and Dr. Evis and so forth, they are all there.

**Mr. Conway:** How many days would that equate to; how many days of legal service?

**Mr. Backley:** It is seven lawyers full-time. [3:30]

**Hon. Mr. Timbrell:** Through them we have to provide the back-up for such things as the Health Services Appeal Board and OHIP; as well as general legal advice, preparation of regulations, preparation of orders in council for appointments. All the appointments the Ministry of Health looks after, with its health councils, or hospital boards to some of which we appoint members, or Health Services Appeal Board or whatever; they process all the legal work there; as well as all the agreements with health services organizations and alternate payment programs. They are all processed by this branch, so there is a great deal of legal work involved.

**Mr. Conway:** Just as a matter of interest, are the people who specifically provided

you with advice with respect to that order in council two years ago still there?

**Hon. Mr. Timbrell:** Yes.

Item 7 agreed to.

Item 8 agreed to.

On item 9, research:

**Mr. B. Newman:** Mr. Chairman, if I may ask a question of the minister concerning research: Does your ministry carry statistics on the frequency of Reyes syndrome? You recall, Mr. Minister, that there was a family in my riding in which the young lad passed away as a result of that disease and the mother has been writing your ministry that it be classified as one of the notifiable diseases. She claims that a lot of other deaths not identified as Reyes syndrome possibly should be identified as Reyes syndrome, that it is a little more prevalent than indicated.

For example, there was concern in New Brunswick about the spraying of the forests. I can recall having read newspaper articles that did make mention that the spray used in that case led to the disease called Reyes syndrome. Could your ministry inform me concerning Reyes syndrome and why you wouldn't consider it a notifiable disease so that you could, at this stage, start building statistics concerning it?

**Hon. Mr. Timbrell:** Would that not come under epidemiology, which would come under vote 3103? Dr. LeBlanc may want to comment on it, I don't know, but I think it is really basically an epidemiology matter which would come up later.

**Mr. B. Newman:** All right. If I don't happen to be here at that time, I'd appreciate it if it were read into the record, or information provided.

**Hon. Mr. Timbrell:** My staff will make a note that if it isn't covered later on then it be covered by a letter to you.

**Mr. B. Newman:** I have two other items I would think come under research; if they don't, cut me off. One is junk food.

**Hon. Mr. Timbrell:** That usually comes under main office, the food we get for our lunches from the government cafeteria.

**Mr. B. Newman:** One down, one to go. You can recall the previous member for Sandwich-Riverside made mention of the adverse effect of fluorescent lighting on milk. Have your officials looked into that, or is this under the main office vote?

**Hon. Mr. Timbrell:** No, I've got a report I can table on that. The report has been prepared. We have, in the last two and a

half years, been advocating a reduction in light intensity in retail display cases, as well as changes in the lighting itself. We have been sending out what are known as milk quality guidelines as a ministry publication. This again would come under Dr. Suttie. Again, it's in the public health area.

Do you want to pursue it when we get to public health?

**Mr. B. Newman:** I'd rather go in proper order. If it's under the public health vote then it should come there.

**Hon. Mr. Timbrell:** We'll send you a copy of that document.

**Mr. B. Newman:** Good enough. Thank you, Mr. Chairman.

**Mr. Duksza:** What kind of studies are being done from the ministry's point of view on prevalence of occupational health problems, occupational diseases?

**Hon. Mr. Timbrell:** Occupational health problems, including research on them, is now the responsibility of the Ministry of Labour. For instance, between the allocation of the first \$25 million of the provincial lottery—as you know, \$15 million was spread; I won't go into how that's spread, but the Ministry of Labour got \$5 million of the remaining \$10 million, and the Ministry of the Environment got the other \$5 million. Dr. LeBlanc heads up our research activities and liaises with the Ministry of Labour on such matters. Do you want to add anything, Dr. LeBlanc, perhaps as background for Mr. Duksza?

**Dr. LeBlanc:** Only that my branch is also providing secretariat support, because they're new to this business of running an occupational health program. I just received minutes today that they have begun to make awards, both in the area of manpower, in order to improve personnel training in research, and also for some research programs.

I do not recall them specifically funding or having a proposal to fund epidemiological studies on specific kinds of occupational health problems.

**Mr. Duksza:** Are there none at all?

**Dr. LeBlanc:** None that I can recall having seen, but I'm a bit at the side of the matter. I do not recall specifically having seen one aimed at that specific problem. The ones I have seen relate to, say the investigation of certain protective devices for hearing loss as a result of noise, that kind of experimental study is the one that comes to my recollection.

**Mr. Duksza:** This is not my area, but one of the things we surely could do—and I don't

know how expensive it would be—we could try to do some kind of a study to connect the present reporting of illnesses of various sorts with their causes. Has there been any thought given to that?

**Dr. LeBlanc:** Generally speaking, epidemiological studies of the type you indicate are ongoing. They never achieve the level or the number we would like, because the manpower to pursue epidemiological studies, in all sorts of health issues, is in very short supply. As I said I can only recall—and the only reason I know very much at all is because my staff process these projects mechanically—I can only recall seeing some of the titles. So I can't say whether they do or they do not. Generically, the kind of study that you indicate is hard to do and the people trained to do them, internationally, are in short supply. Everybody agrees they should be done, but they are very difficult to do and the staffing is difficult also.

**Mr. Duksza:** Are there any ideas that you have, since we are on the subject, of how to approach it in terms of determining this causal approach to it? So often people report people died of such and such things. It is important for us to know the origins and to link them with what I think is the biggest growing problem, occupational health.

**Dr. LeBlanc:** A number of foundations maintain disease registers of various types and are attempting to do; whether the Ministry of Labour is I don't know.

**Mr. Duksza:** Again, I'm not sure this is something that could work, but I think the gentleman next to you is responsible for OHIP. Yes; so it really affects both of you. Is it possible for us to use the existing information system about various illnesses, which you must have, and you must have it coded in terms of an occupation in connection with the exposure in factories and working environment?

The minister mentioned yesterday that the OHIP system now is quite specific about a practitioner's practice, where it is located and so on. Has this been done in any way in terms of patients and where they work and so on?

**Mr. Rose:** Not that I am aware of. I think we are doing a diagnostic coding of what the disease is, but we are not recording information as to where the person works.

**Mr. Duksza:** I know it would be valuable, but would it be an easy thing to extend your information gathering to the degree that you could code it and connect it with work? It has been done in other jurisdictions.



**Hon. Mr. Timbrell:** I believe we make it available for research projects, but you have to apply for it. There is a section in the Act which allows us to release it for research.

**Mr. Rose:** It is not related, however, to the actual place of occupation of the individual. I imagine we would be able to do that if we got a unique identifier type of program and built up that kind of data with respect to each individual; but certainly at this point in time we are not capable of doing that.

**Mr. Duksza:** Thank you. That's a good point about having unique identifiers.

**Hon. Mr. Timbrell:** I am glad you support it; now I can bring it forward.

**Mr. Duksza:** Just as long as you do it; don't say it's not necessary. But in relation to this point, if you had unique identifiers, you could do that?

**Mr. Rose:** We would have to develop our data base substantially more than it is now developed, because it's primarily diagnostic in focus.

**Mr. Duksza:** But in terms of the computer, it wouldn't be difficult to get this extra data, would it?

**Mr. Rose:** Not being a computer expert, I don't know whether I can give a firm yes or no.

**Mr. Backley:** Isn't it part of the problem, though, that sometimes it's 10 or 15 years later that it occurs and you need to keep a computer record of that length? With a UPI you certainly could do that, but at the present time we wouldn't be able to do that.

**Mr. Duksza:** I am not saying that any of this could be done immediately. The Johns Hopkins study—I've forgotten when it started, but it took place over a period of years—studied the development of heart problems in people who were diagnosed as normal in the beginning. As an attempt to do a longitudinal time study, you could do this, presumably, with the results coming out in 15 years. But we have to make a start somewhere to determine the prevalence of occupation-linked diseases and their effects on the general health of the population. I'm asking whether this has been considered.

**Hon. Mr. Timbrell:** You might be interested in some of the projects—they're listed on about five pages, it's not much—that we are funding. It does come down to the fact that the Ministry of Labour is responsible for occupational health, and therefore for research in that area.

**Mr. Duksza:** Mr. Minister, you have the

data; they don't. I know they are responsible, but it is a question of a stance. You have the available data which they could never have.

**Hon. Mr. Timbrell:** Given the limitations of present technology, if there is any way we could recover data for such a project, then we would do it. I think you have just acknowledged that the discussion shows that a great deal of the kind of data you want does depend on technology further advanced than what we've got now as far as the hardware of our system is concerned.

**Mr. Duksza:** I think you have specified that the answer is a unique identifier system. Putting that in place, in the context of your computer technology, would not be that much extra, I suspect, if you had to put an amount of money on it. I would be interested to know if you could do that, because I don't think it would cost that much more, except to introduce the system of unique identifiers. Am I right?

**Mr. Rose:** Yes, but to maintain the data base you have to maintain the input system.

**Mr. Duksza:** So it hasn't really been extended to try to do this?

**Hon. Mr. Timbrell:** The biggest problem may well be the length of time you would have to store the data.

**Mr. Duksza:** No, I don't think the storage of data is quite the variable you make it out to be.

**Mr. Conway:** Mr. Chairman, my questions in this category are two or three in number. The first is sort of an accounting one. Item 9 looks like a pretty comprehensive category, and in that context I wonder why we are spending \$208,000, or whatever it is, on analysis and planning in item 6. It seems something of a redundancy, but obviously it's not. I just wonder what sort of function takes place in item 6 that wouldn't be more properly encouraged under item 9. [3:45]

**Hon. Mr. Timbrell:** That's a function that occurs at the head office. The policy secretariat of the ministry falls under that, as opposed to the research branch which is under transfer payments involving both the lottery funds, as well as analysis.

**Mr. Conway:** You see that as a proper division?

**Hon. Mr. Timbrell:** Yes.

**Mr. Conway:** My question, and it betrays my regional bias I suppose; not being from Metropolitan Toronto I'm very interested in getting some comments on your underserved



area program, which if my notes are in order falls under this particular item?

**Hon. Mr. Timbrell:** The underserviced area program? No.

**Mr. Conway:** I'm just reading from page 44 in my briefing book which says, "Research activity, item 9, underserviced area program."

**Hon. Mr. Timbrell:** As far as a research component, but not the actual overall activity.

**Mr. Conway:** There is a note saying: "Purpose is to effect the redistribution of medical, dental and nursing manpower, et cetera."

**Hon. Mr. Timbrell:** I was thinking it was later. What would you like to know?

**Mr. Conway:** I would like to get an update, a status report on what's taking place there and what kind of initiatives are under way. Have you any figures you could share with us as to success or failure?

**Hon. Mr. Timbrell:** To date I think we've got about 267 physicians and about 69 dentists. Does that sound right?

**Dr. Suttie:** They are in that book too, I think.

**Hon. Mr. Timbrell:** Yes.

**Mr. Conway:** Could you go through some of those figures with us, please?

**Hon. Mr. Timbrell:** Sure. Let me go back far enough here. Do you want to know where they are?

**Mr. Conway:** I don't want to take too much time.

**Hon. Mr. Timbrell:** Let us take physicians. There are 168 areas of which 150 are designated for physicians and 18 are designated for primary care nursing services—nurse practitioners if you will. As far as physicians are concerned, there are 285 physicians required. As of October 1—I don't think this has changed that much up to November 1—there are 19 vacancies.

**Dr. Suttie:** I think there is at least one more, making 20.

**Hon. Mr. Timbrell:** One more? I know I was in Dr. Copeman's office the other day and he'd just hired two that day. It fluctuates, but that's about the level of vacancies from month to month; around 19 or 20 for the physicians.

I wish I could say it was that good as far as dentists are concerned. We've got 99 practice locations designated. We have 69 on the job and 30 open locations; so we have not been as successful there. That program started—correct me if I'm wrong, Dr. Suttie—with looking for physicians, and the

dentist program was added later. We've got a lot more to do there. Dr. Copeman has been stepping up the recruiting program to try to fill those vacancies.

Do you want to know the locations?

**Mr. Conway:** Without taking too much of your time, is there any pattern to the 19 areas which presently are not served, which is a remarkable rate I would think. Is there a pattern to those areas not yet serviced with doctors or dentists. Are those the areas that we're not able to attract people to on a regular basis?

**Hon. Mr. Timbrell:** Dr. Suttie can answer that.

**Dr. Suttie:** There are a number of patterns here that are quite evident with regard to this particular program. One of these, unfortunately, is that we have difficulty getting sufficient numbers of Canadian graduates to go to some of these areas. We are heavily dependent, and have been for some time, on foreign medical graduates coming into the country for this particular program. That is an established, long-term pattern.

You asked about initiatives that we were taking. We are in active discussion with a number of the medical schools with regard to extending some of the existing involvement of these medical schools in programs for specific northern areas.

McMaster University, for example, rotates, for training purposes but also for service, interns and the more senior physicians through many of these areas. We are now hoping to try and involve the medical schools to a greater degree in directing and encouraging Canadian physicians to go to these areas.

**Mr. Conway:** Could you name some of the areas that are without doctors; have you got those at hand?

**Dr. Suttie:** They change.

**Mr. Conway:** They change.

**Dr. Suttie:** I can supply you with a list at relatively short notice.

**Mr. Conway:** Further to that, what is the pattern on length of stay with these health care professionals? Are we dealing with people who, by and large, go in, spend the minimum time requirement, and then leave?

**Dr. Suttie:** It varies considerably. I myself spent some time in the north, in Labrador and another province. I know pretty well the determinants, if you like, of length of stay or involvement in that area. One fact is that if the physician is single it becomes a little easier, because one of the problems in many of these communities is finding the necessary

social and other supports for a family. I think many of these are younger physicians who see this as a valuable, but necessarily short-term stage of the educational process in their career. There are others who have been there for many years. I think there is still a stable core of long-term people there, but these underdeveloped areas, by their actual characteristics, have difficulties in providing the environment conducive to long-term commitment.

Having said that, there are other health manpower aspects that one can look at. I think I would be doing a disservice to the nurse practitioner not to single out the existence and deployment of nurse practitioners in these areas which are a useful extension of the physician's arm.

**Mr. Conway:** What problems are we having with dentists?

**Hon. Mr. Timbrell:** Can I just add something to that?

**Mr. Conway:** Yes, certainly.

**Hon. Mr. Timbrell:** Looking at the list of the doctors, it is broken into two lists, those who are on location with financial support, and those who started with financial support and whose practices are such that they no longer need financial support. A great many of them go back to 1970, 1971 and 1972, when they went to the locations and they stayed; some in your part of the world. There was one in 1971 in Eganville. That is in your riding isn't it?

**Mr. Conway:** No, it is in the neighbouring riding. Can you explain the relative difficulty with dentists? I think you began your remarks by saying you wished we could have a similar rate of success with dentists, where the success rate runs much lower, as indicated by the figures. Does that suggest something about manpower availability in terms of the dental field?

**Dr. Suttie:** Partly; but the same reasons pertain. I think, as I mentioned for physicians. One other reason is that we see it as the responsibility of the community to provide the facilities, quite expensive facilities for a dentist. In communities where these don't exist then that is a disincentive and obviously less attractive to a dentist who would have to make a very heavy investment in setting up his practice.

**Mr. Conway:** What happens in these communities. What is the responsibility of the ministry in this program with respect to facilities?

**Dr. Suttie:** When it comes to dentists, we feel it is up to the area and the community

to provide dental facilities as much as possible. That is not to say we would not look at support in other areas; and I am thinking of such things as health centres and so forth.

**Mr. Conway:** Let me just give an example of something here. I don't like to be so parochial as to be talking about the line fences of Renfrew North or whatever, but I do have one particular incident which I think explains the problem as I see it; and it is very worthwhile, and by and large, a successful program. There is a small community in my riding called Whitney, which has only about 1,000 people in it but has a very important function in that it is one of the two main entrances to Algonquin Provincial Park. For a period of time each year it is an extraordinarily busy, and frankly accident-oriented community due to the influx of people. I don't have to tell you that this puts great pressure on the medical facilities in that area.

I should explain that traditionally there has been an old Red Cross hospital there, which has not functioned for some time. That was the tradition and explains part of the past. We now have a young doctor in that community, who is very busy but with very limited facilities. You could argue that the hospital 30 miles away in Barrys Bay, which is the largest nearby hospital, would provide some of the back-up, but I think more is required.

It is all well and good to say that the community should in fact provide the facilities, but the main employer here, or the second main employer, is the Ministry of Natural Resources. The work is very seasonal and we've got seasonal unemployment rates there that are frightening. There is no way that a population base of probably no more than 1,500—I would think a generous estimate—could ever hope to fund what is at present under way in the small medical centre, which will have an estimated cost of about \$70,000.

So what we are presently working out is some arrangement hopefully with Culture and Recreation; and where we get with that I don't really know. What I do know is what that community is going to be left with on a shared cost basis. It is going to be very difficult, but they are making a tremendous effort to arrange for the financing. Since the government is so specifically involved there and because of the pressures that grow out of the park operation in the summer, it seems to me there should be a real role for them there, and with not too many dollars, really. I come back, I know to

the cost containment problems we spoke of earlier, but since the government itself is not only a main employer in that area but a main generator of activity, activity that puts great pressure on local health care delivery, a positive commitment for the provision of some special facility in this connection would be worthwhile.

**Hon. Mr. Timbrell:** I'm sorry, are we talking about the doctor who is there now?

**Mr. Conway:** We are talking about the doctor who is there.

**Hon. Mr. Timbrell:** Where is he practising now?

**Mr. Conway:** He is practising out of a very old house that from time to time has been a doctors' facility. But I believe that he is going back—the building will no longer be available to him in a few weeks or months.

**Hon. Mr. Timbrell:** And there is nothing else available around town?

**Mr. Conway:** No, there isn't. This is one of the things this community there lacks and we are trying to work out, with a variety of other ministries, some kind of a town centre—the Ministry of the Attorney General holds court there from time to time—facilities there now just aren't acceptable. The federal agencies are involved in that sort of situation as well.

All we really need is a facility. I think what is going to be planned is some kind of a community centre that will be first and foremost, hopefully, a medical centre. That is the real need and is identified as such. I don't have to tell you of the activity around that place in the middle of July, because that is where the bulk of the park traffic flows in. The government, happily, acknowledged the need 15 years ago and put a liquor store in there.

**Mr. Ruston:** That comes first.

**Mr. Conway:** It was laughable to suggest that these people should run off to Barrys Bay and Bancroft—first things first. I certainly don't begrudge the government that decision but surely in like vein—

**Mr. Ruston:** There are priorities and priorities.

**Mr. Conway:** —there could be a commitment to a small dollar allocation to provide for that kind of a facility.

It is within that context I wanted to raise it, and I would recommend to you if there is some way of amending that procedure to meet special situations like that, then this one, I think, is special due to major pro-

vincial government activity, primarily related to the park situation.

[4:00]

**Hon. Mr. Timbrell:** Dr. Copeman, who heads up the underserved area program will take that as notice. Had you written to him about that?

**Mr. Conway:** Yes, he has been involved. I know the committee has spoken with him.

**Hon. Mr. Timbrell:** I don't think you've written to me about that?

**Mr. Conway:** No, I haven't.

**Hon. Mr. Timbrell:** It's the first time I've heard about it. We'll pursue it with him and see what can be done. I don't know that we've ever done that in southern Ontario.

**Dr. Suttie:** Not to my knowledge.

**Mr. Conway:** That's in the district of Nipissing. Unfortunately, the only thing worse for those northerners, as far as southern Ontario is concerned, is to be in that buffer zone, because they really can get jobbed. If you live in that southern portion of Nipissing, much of which is in my riding, you're really caught badly. There's a community that receives its social services, if you can believe it, from North Bay, its educational services from Belleville and its health services from Pembroke. It's just staggering. Each one of those places is at least 100 to 130 miles away. It's just a very confusing situation.

I realize that it is strictly speaking within the southern Ontario limits under some guidelines, but I don't think that solves it.

**Hon. Mr. Timbrell:** I'll find out. It's the first I've heard of it, I'll follow it up with Dr. Copeman.

Item 9 agreed to.

Item 10 agreed to.

On item 11, health insurance:

**Mr. B. Newman:** I could repeat a lot of the comments that were made by previous members, but I have no intention of doing that. I simply wanted, first, to clear up some of the statistical information that was provided by your press release of November 10. In it you claim that the Windsor office had a staff of 51, is that correct?

**Hon. Mr. Timbrell:** Yes.

**Mr. B. Newman:** I was provided with the number 53.

**Hon. Mr. Timbrell:** Earlier in the year there were, if you went back six or nine months.

**Mr. Rose:** These are two building mainte-



nance people we have on our staff who look after the building.

**Mr. B. Newman:** There are 53?

**Hon. Mr. Timbrell:** Yes.

**Mr. B. Newman:** Then it also means there would be 21 rather than 19 employees who would be released?

**Mr. Rose:** We haven't decided on the disposition of those two people.

**Hon. Mr. Timbrell:** Why doesn't the member put forward all the points? If all four members do, then I'll run through the whole series of things and try to answer everything.

**Mr. B. Newman:** I will simply read the paragraph, then, in your press release; "The Windsor office staff will be reduced from 51 to five." That should read "53 to five." Correct?

**Hon. Mr. Timbrell:** Not really. The disposition of those other two people has yet to be decided; it will depend in part on what other government services go in there. But actually—providing OHIP services, it is 51.

**Mr. B. Newman:** You have 51 providing OHIP services.

**Hon. Mr. Timbrell:** That's right.

**Mr. B. Newman:** Then the two other individuals who are not referred to in this press release would remain on staff there regardless?

**Hon. Mr. Timbrell:** They may, that hasn't been decided.

**Mr. B. Newman:** Are the two janitors or two caretakers working for OHIP or not?

**Mr. Buchanan:** They're on our payroll.

**Mr. B. Newman:** They're on your payroll. Just to straighten up the figures for me, should it be 51 or 53?

**Mr. Rose:** Fifty-one people are moving. Those two people you're mentioning, the difference between 51 and 53, have not been given notice. They are not part of the claims operation as such. They are two people who look after the building. There are also a further five people who are part of the enrolment branch.

**Mr. B. Newman:** They would not be laid off, in other words.

**Hon. Mr. Timbrell:** There are no plans for that at this time.

**Mr. B. Newman:** Then the figures you have provided are correct and my figures are not correct.

**Hon. Mr. Timbrell:** They're both correct, I think.

**Mr. B. Newman:** If you take an attitude like that, like the attitude you've had, you're certainly not helping yourself back in the Windsor area. I just hope you don't come back there in the near future because the first tree might be used. You certainly should be able to reply in a half-decent manner. If I said something I shouldn't have, I apologize.

**Hon. Mr. Timbrell:** One never knows. One tries to be accommodating around here, and as often as not you'll find a shiv in your back for it.

**Mr. B. Newman:** I'm not that kind of individual, Mr. Minister.

I wanted to ask you if you are giving any reconsideration to the maintaining of that Windsor office for a longer period of time than you have indicated? You have indicated that it will close on December 31.

**Hon. Mr. Timbrell:** No.

**Mr. B. Newman:** You are not. Then your decision is final and irreversible?

**Hon. Mr. Timbrell:** Yes.

**Mr. B. Newman:** And the manner in which you approached the whole notification of the employees, do you think it was fair?

**Hon. Mr. Timbrell:** Yes. If you want to get into details on that, the union was notified through Mr. Oss.

**Mr. B. Newman:** When?

**Hon. Mr. Timbrell:** The day before.

**Mr. Cooke:** They were not.

**Hon. Mr. Timbrell:** I'm sorry, the gentleman who did the notifying is in the room.

**Mr. Cooke:** I talked to the union people too, the president of the local; she was not notified the day before.

**Hon. Mr. Timbrell:** Mr. Oss, why don't you come up so that we can set the record straight as to who was told and at what point?

**Mr. Oss:** The arrangements, Mr. Chairman, were as follows: The union head office was advised by me the afternoon before the Thursday.

**Mr. B. Newman:** But that was not in the afternoon.

**Hon. Mr. Timbrell:** Mr. Chairman, could Mr. Oss finish?

**Mr. B. Newman:** I'm sorry.

**Mr. Oss:** The arrangement was that we would advise the head office of the union from here, and the following day, before any of the employees were told, the local union people were to be advised. That was the

same day, before any official notice was given to the employees.

**Hon. Mr. Timbrell:** Can you clarify that? Can you indicate who was to notify them?

**Mr. Oss:** The notification was to be given by the person who went down to deal with the matter. I believe it was Mr. Buchanan.

**Mr. Buchanan:** I wasn't able to notify anyone in the union at the office because there was no union executive member in the office. We tried, but there was no executive member in the office.

**Mr. B. Newman:** Was the notification provided to the Toronto office of the union?

**Mr. Oss:** Yes; I did that personally.

**Mr. B. Newman:** Do you think, Mr. Minister, giving them that short notice was doing the right and just thing?

**Hon. Mr. Timbrell:** Mr. Chairman, I will point out, again, that we exceeded even the requirements of the collective agreement as far as the length of notice was concerned. The section of the collective agreement that we have, section 24(2) spells out the length of notice required, and we exceeded that.

I recognize that there is no good time to make this kind of announcement; no length of notice is going to make the impact any more palatable to the individuals who will feel it the most. The notice, for instance, on the transfer of OHIP to Kingston is three years, but I suspect that last Thursday when that was announced, the individuals felt just as strongly about being given three years' notice as of the end of the calendar year. But I would point out that we did exceed the requirements of that section of our collective agreement with the union.

**Mr. B. Newman:** I wanted to ask you further, Mr. Minister: Will you provide us with some of the information that was requested by the member for Windsor-Sandwich (Mr. Bounsall) when he spoke to you yesterday?

**Hon. Mr. Timbrell:** Yes. I have a number of pieces of information I'd like to go through.

**Mr. B. Newman:** All right, I'd appreciate hearing that right now.

**Hon. Mr. Timbrell:** Just to go through them: The Windsor district office of OHIP will become a sub-office of the London OHIP office on January 1, 1978. The five-person Windsor sub-office will continue to handle the inquiries, but internal claims and processing activities for the residents of the city of Windsor and the county of Essex will be handled by the London OHIP district office.

The Windsor OHIP staff will be reduced from the current 51 to five. Of the remaining 46 employees, 27 will be offered transfers to similar jobs in the London office and the remaining 19 employees will be subject to layoff effective December 31st, 1977.

The offers of employment in London will be on the basis of seniority: Fourteen will fill existing vacancies in London and 13 will, in effect, be new jobs in London.

According to the collective agreement we are, of course, required to do what we can to assist in the placement of people designated for layoff within the ministry in the area and within the ministry generally or in other government offices in that area. Also, we are required by the agreement—if a vacancy occurs within the first year following layoff and if we haven't been successful in the earlier attempts—to offer employment to qualified persons who have been laid off.

The potential savings on staffing indicated a minimum of \$250,000; the maximum is much greater than that. In announcing the figures, the decision was to be safe and conservative, if you will; to go with the minimum projection of \$250,000 on staffing costs, and on operating costs a further \$250,000.

Let me just carry on with this, there are other things under my nose I can add as I go along. Relocation will result in increased efficiencies in claims processing. For example, two microfilm operators now in London can handle the extra work, work which will be provided by the relocation; and one claims manager, for instance, will handle the work of both offices.

The Windsor office processed two million claims with 51 staff in the last year, while London handled 4.8 million claims with 128 employees. The claims staff ratio was roughly equal, for all intents and purposes, although perhaps Windsor might be said to have had a small edge. The ratio for Windsor, if you work that out, was 39,216:1 while the London ratio was 37,500:1.

I should point out that in comparing the two offices, two things make a big difference. First of all, the Windsor office has been handling just Windsor and the county of Essex, whereas London has been handling a much larger area. Secondly, London has been handling much more involved claims coming out of the teaching hospitals which are in London itself.

The other thing is that—and this is really, I would say, one of the equalizers—in Windsor, and this report is dated September 30, three and a half per cent of the claims are from out of province and opt-out positions. In London, 10.8 per cent of the claims

they've been processing involve out-of-province claims, either in the United States or in other provinces, or claims from opt-out physicians as opposed to opt-in. Their workload in that regard, which is heavier than processing the normal claim that comes in from an opt-in physician, or at least a normal claim, is much greater; in fact, London has three times as great a percentage workload than Windsor.

The other point which was brought up by the member for Windsor-Sandwich had to do with concern about the number of claims. By the way, just going back to this business of opt-out claims and out-of-province claims, the average for the province for all the offices is 8.6 per cent. In fact, the Windsor office is well below the provincial average. It is the third lowest of all the offices in the province. Kingston is lower, and Thunder Bay, but everything else is higher and the provincial average is 8.6.

[4:15]

I think one of the points of the hon. member's argument yesterday was that the great bulk of claims from out of province was a factor to be considered here. The percentage of out-of-province claims at Windsor is 1.7 per cent, which is exactly the same as London, the lowest in the province. Along with London, it's the lowest percentage or proportion of out-of-province claims of any of our offices in the province.

Metro, for instance—although not to be compared with a border city and the arguments about Detroit—is 4.9 per cent, almost three times as much.

The combined London-Windsor operation will have a total of 160 staff—five of them in the Windsor sub-office and 155 in London—who will handle close to seven million claims annually. The total of those two offices for the last year works out to a claims staff ratio of 43,751, which is a significant improvement.

I just point out at this point—and I think I mentioned this in my opening remarks on Monday, or if not I should have—over the last five or six years the number of claims which OHIP has been processing has risen on average by seven per cent a year. Over the same period of time, the number of staff employed by OHIP to process these claims has dropped by seven per cent a year. We are continually trying to improve the efficiency of OHIP to keep the operating costs down. The operating costs of OHIP as a percentage of claim revenue is roughly five to five and a half—that's usually the range it's in; which is better, I'm told, than Windsor

Medical Services ever was. It's certainly better than PSI ever was and compares favourably, I think, with virtually any private insurance operation you want to bring up for comparison anywhere in Canada or North America.

This will result in a reduction of 19 staff with minimum salary savings, as I've already mentioned, of about \$250,000 per annum; and the rest will come from reduced operating costs including things such as data processing equipment, accommodation, office services, et cetera.

As I indicated, the new claims processing arrangement is structured to be more efficient than either London or Windsor were separately. Service levels to the residents in Windsor will not be adversely affected; residents will still be able to take their claims to the Windsor sub-office and can have any inquiries answered at that sub-office.

It's worth noting again—I mentioned this in the House last evening—that 97 per cent of public inquiries in our offices relate to enrolment and not to claims. Concern about a son just turned 21; he's in school, or he's out of school, he's living common law or he's married or whatever; is he covered? Or, "I've come here from Quebec and I've been here nine months; am I covered?" Or, "I've been out of the country for four months; has my coverage lapsed?" Ninety seven per cent of inquiries relate to enrolment.

**Mr. B. Newman:** Is that generally so?

**Hon. Mr. Timbrell:** Yes.

**Mr. B. Newman:** Not only at the Windsor office, but at the other offices, as well?

**Hon. Mr. Timbrell:** Yes, generally so.

In addition, there is sufficient space and furniture available in the London district office to accommodate the extra staff to be relocated from Windsor. The Windsor office is owned by the government and will be utilized for other purposes by the Ministry of Government Services.

With respect to the accommodation question, I have been advised that in Windsor the government building is filled to capacity. It appears there will be no problem in renting the Windsor office to other government ministries; in fact some specific moves are anticipated at this time.

First of all, the probationary parole office of Correctional Services has to move out of the county court-house and is looking for 3,000 square feet. Colleges and Universities has to vacate space in the university by the end of December and is looking for 2,400 square feet. My staff advise me that it is most likely that a total ministry would be perhaps moved out of the Consolidated build-



ing to fill up the space. I should point out that some of the OHIP space in Windsor has already been taken up by the OPP, who were looking for space. We had some extra space available and they took it.

Let's see if I have covered all of the notes I had. The other thing was the suggestion why do I not move the London office to Windsor, reverse it? Basically what it comes down to is the fact that space is available in London which isn't—

**Mr. B. Newman:** Could you have physically moved the London office to the Windsor location?

**Hon. Mr. Timbrell:** No.

**Mr. B. Newman:** Was the building too small?

**Hon. Mr. Timbrell:** We would be short 11,254 square feet, whereas we have space available in London, about 5,000 square feet, to take the staff who will transfer from Windsor.

Under the new organization, and as I say we have been trying to improve the efficiency for some time, we have a series of district and sub-offices around the province. I mentioned, for instance, in my brief response last evening in the Legislature, that the Hamilton office is a district OHIP office and there are sub-offices in Kitchener and St. Catharines which handle public inquiries but relate back to Hamilton as far as processing of claims is concerned.

Timmins is a sub-office for Sudbury; Barrie is a sub-office of Oshawa; and so forth around the province. This has been going on over the years to keep trying, wherever possible to cut down the overhead while maintaining the level of service.

**Mr. B. Newman:** Mr. Minister, how do you draw conclusions that you will maintain the same level of service when you have a substantially reduced staff? Sure you can process some of the claims, but you cannot get the answers back that easily, can you?

**Hon. Mr. Timbrell:** That is what I am saying, the inquiries will continue to be handled in Windsor at the sub-office.

**Mr. B. Newman:** Well even then you are probably using more than the five people you make mention of.

**Hon. Mr. Timbrell:** I would not think so.

**Mr. B. Newman:** You don't think so?

**Mr. Cooke:** In order to get their answers they're going to have to go to the London office if they are checking on a claim.

**Hon. Mr. Timbrell:** The chances are, in many cases, they would have to phone Toronto now, depending on how complicated

an inquiry would be. Do you want to comment on that, Mr. Buchanan?

**Mr. Buchanan:** They would have the same information available to answer inquiries that they do now. The sub-office will have a full microfilm file of the claims referenced and the enrolment files. They will have those available to answer inquiries.

**Mr. B. Newman:** The sub-office will have that?

**Mr. Buchanan:** The sub-office will have those.

**Mr. B. Newman:** In other words, you are going to duplicate the files then, is that it?

**Mr. Buchanan:** The files are there now. The microfilm files that they have now will remain there for reference. This is replaced each month and kept up to date.

**Mr. B. Newman:** Okay, I understand that. I just cannot see how you can operate an office as efficiently with five people, when probably two or at least one of them will be in a supervisory capacity.

**Hon. Mr. Timbrell:** Well one will be responsible for the others.

**Mr. B. Newman:** Right. So what are the five? What category are they going to be in?

**Mr. Buchanan:** The five people will be, a working supervisor who is knowledgeable in all aspects of claims and enrolment, a clerk typist, and three inquiry clerks who are trained in assessment and enrolment.

They will be able to answer any inquiry that comes in and they'll be able to accept premium payments from the public as they do now. In point of fact, in the Windsor office the inquiry function is handled by three clerks at the present time.

**Hon. Mr. Timbrell:** I think that's a point worth noting.

**Mr. B. Newman:** Have you any other information, Mr. Minister?

**Hon. Mr. Timbrell:** There was nothing that was a matter of interest.

**Mr. B. Newman:** Then your decision is strictly based on dollar bills; "Mr. Green," in other words.

**Hon. Mr. Timbrell:** Sorry?

**Mr. B. Newman:** Based on "Mr. Green," you know, the dollar bill, money.

**Hon. Mr. Timbrell:** With all due respect, at election time, and I said this in the House the other day, I heard a great deal from the great party to which you belong about the need to economize, about the fact you would clamp ceilings on spending. I pointed out in the campaign—it didn't get much press play but that's not the fault of people like Mr. Norton over there and others, I probably said

it in the wrong place—that if we had followed in 1977-78 the policy which you fellows advocated during the campaign we would have had to be doing this kind of thing and worse six to eight months ago.

We have been continually reviewing all of our programs to see where we can trim back, and it is a fact that today the size of the civil service in this province is smaller than when my leader became the Premier.

**Mr. Ruston:** Who hired them? Your party hired them all. Are you now going to get rid of them because you hired too many or what?

**Hon. Mr. Timbrell:** The point is that this administration has continually looked for ways and means to either reduce staff and maintain service; or sometimes you have to say, well maybe it's a service we don't deliver anymore. There hasn't been much of that, but sometimes that happens. So I understand your concern, and if I were a member from Windsor and a member of the opposition then I'd do everything possible to either try to embarrass the government or try to get it to reverse its decision.

**Mr. B. Newman:** I'm not interested in embarrassing the government, Mr. Minister.

**Hon. Mr. Timbrell:** But with respect, and I ask you to put on your hat as a member of your party, as a member of the House rather than a member from Windsor, I suggest to you that it is a little inconsistent for your party to argue against efforts by my ministry, or any ministry, to try to save money when you built an entire election campaign around ceilings on all kinds of spending and taxation.

**Mr. B. Newman:** Mr. Minister, I'm not interested in embarrassing; I'm interested in having Windsor treated fairly, that's what I'm interested in.

**Hon. Mr. Timbrell:** So am I, sir.

**Mr. B. Newman:** You see, our experience has not been so. You're basing everything on saving dollars by centralization. That could be carried to the extreme by centralizing everything in the Toronto area, and closing up all the other offices and just having sub-offices.

**Hon. Mr. Timbrell:** In fact I would probably—

**Mr. B. Newman:** If you wish to do that, not that I'm recommending that now—

**Hon. Mr. Timbrell:** That would probably cost money, because I'm advised that the desirable range the claims processors like is something in the order of 600,000 to 700,000 claims per month. Hamilton at present is at about 800,000, Mississauga 750,000, Oshawa 675,000 and Toronto is 900,000. So they're

getting over the upper edge of the desirable range of monthly volume. But then you get the two northern offices which are lower by a country mile; however because of distance and so forth we wouldn't touch those. But London is currently running at about 420,000 and Windsor is running at 170,000. The combined operation will run 590,000 which is getting up to the lower edge of the desirable range for purposes of efficiency, cost efficiency as well as efficiency in the delivery of information and the processing of claims.

[4:30]

I agree with you, and Lord knows I can understand why in the House the other day you said "what have you got against Windsor?" I have nothing against Windsor. I am certain that the level of service can be maintained as far as the processing of claims is concerned, as far as the availability of information to the public and to practitioners is concerned. I have already dealt with some of the arguments about volumes of claims from outside of the province and this sort of thing. I am afraid the arguments that were advanced previously, not by yourself but certainly by one other member, don't stand up.

**Mr. B. Newman:** But you are still centralizing, aren't you, Mr. Minister?

**Hon. Mr. Timbrell:** No; the fact of the matter—

**Mr. B. Newman:** Eventually you will probably be so sophisticated, computer-wise, that you will be handling it with a minimal staff out of about one office.

**Hon. Mr. Timbrell:** My definition of centralization, I guess, is different from yours; and certainly different from that of the member for Windsor-Sandwich.

When I talk about centralization, I talk about putting everything under one roof. In other words bringing the entire data processing function, or claims processing function back to Queen's Park, or maybe putting it all in Kingston and closing all the offices; that is not my intention; it is not the intention of the ministry. We will still maintain the decentralized approach where we have the district offices and the sub-offices spread around the province.

It may well be that five or 10 years from now, with new technology, that the desirable range will be 750,000 to 850,000, in which case you would have to take another look at it. There is only so far you can go with the number of offices we have got around the province. The only other change I can see in the next four or five years, which

we discussed yesterday, is the possibility that when the new OHIP office in Kingston opens, then the Kingston office which is now a district office—I guess that is its category—will have to change its function, because the head office will be right there in town; but the Toronto district office will stay here and carry on just as it does now.

**Mr. B. Newman:** When we look back on the history of the treatment we have received, closing Riverview Hospital on us—

**Hon. Mr. Timbrell:** The Riverview unit, do you mean?

**Mr. B. Newman:** You can call it the unit of IODE or Windsor Western, call it what you will, you are closing a facility. A chronic care hospital had been promised; plans had been drawn, I understand approximately \$1 million was spent on planning.

**Hon. Mr. Timbrell:** Years ago.

**Mr. B. Newman:** That is right, but that is going down the drain. There is a million dollars that is being lost as a result of delay—

**Hon. Mr. Timbrell:** We will get into this later, I am sure, when we get into the institutional vote, but that is an instance where I tried to be exceedingly fair to the people of Windsor.

With respect, those kinds of arguments come hard up against the arguments which your party advanced in the last election campaign. The fact is that in that instance we are talking about trying to make the best possible use of existing facilities, already paid for by the taxpayers and being supported in terms of maintenance and operation by the taxpayers.

**Mr. B. Newman:** That is the argument we used, Mr. Minister. We told you to keep Riverview open until the time you built a new facility.

**Hon. Mr. Timbrell:** We will get into it later in the institutional vote.

**Mr. B. Newman:** That is true, but I simply wanted to point out to you that you closed Riverview; you are closing the OHIP offices; you have denied us, through your Treasurer (Mr. McKeough), \$8.5 million in grants because of the unfairness of the resource stabilization grant. How would you feel if you had a government treating your constituents like this?

**Hon. Mr. Timbrell:** I think the government is trying to be fair to everyone. Certainly that is the way we are trying to run the Ministry of Health.

**Mr. Cooke:** Where in the province have you cut services like you have in Windsor?

**Mr. B. Newman:** At what other place in the province have you done exactly that same

thing, if you are saying that you are being fair to everyone?

**Hon. Mr. Timbrell:** Certainly the opposition I had in the last election was arguing that I was doing it to my own constituency. Probably none of you are that familiar with Toronto geography, but the OHIP office is right next to my constituency and the greatest bulk of their staff come from the great riding of Don Mills.

**Mr. Conway:** Where the affluence is so thick they will never miss it.

**Hon. Mr. Timbrell:** It is obvious you don't know your Metro geography at all. I can take 15 or 20 minutes to give a lecture on the component parts of the great riding of Don Mills. It is the most diverse urban constituency in Ontario.

**Mr. Conway:** Agreed; next.

**Hon. Mr. Timbrell:** At least you didn't say "dispense".

**Mr. B. Newman:** Mr. Chairman, I would like to conclude my remarks. I hope the minister read the editorial in the Windsor Star of November 12, 1977.

**Hon. Mr. Timbrell:** Oh, I can almost write it myself.

**Mr. B. Newman:** "Another Ontario Insult to Windsor." I hope you will reconsider the closing of the OHIP centre. Historically, it is significant to Ontario.

**Hon. Mr. Timbrell:** Mr. Chairman, it is interesting. I remember when I was appointed to this ministry, Mr. Lewis, the then Leader of the Opposition, made some kind of comment, "I guess the Ministry of Health is going to become more partisan. Timbrell has turned out to be more partisan in Energy than I ever expected."

If I was trying to be partisan that is the kind of thing I would do. I would never have made that decision. This is true of any Minister of Health in any province, hardly a day goes by that I don't hear of some problem that one of my colleagues in one of the provinces is having. Mr. Collins in Newfoundland, for instance, is facing a nursing strike next week in all of his hospitals. Unquestionably, in this portfolio at this time some very difficult decisions have got to be made with regard to the operation of the ministry, with regard to capital funding, with regard to direct operating expenses for hospitals, public health institutions and so forth.

I guess when it comes down to it, if I wanted to I could only stick-handle politically for so long before the hard realities of the availability of money and the fact that we must cut the cloth to fit that shrinking pattern



would stare me straight in the face. So I can only say, Mr. Newman, and I hope that you realize this, I am trying to be as fair as possible to all parts of the province. That will involve making some difficult decisions, it will involve having to read that kind of editorial, but that's the only way I can live up to my oath of office.

**Mr. B. Newman:** I hope, Mr. Minister, that your action here doesn't lead to more doctors in the Windsor area deciding that the struggle against the present Minister of Health and the present government is a little too much, that farther away fields may be a little greener; it may mean an exodus of more of the medical profession to other parts of the—

**Hon. Mr. Timbrell:** They ain't seen nothing yet if those greener fields are south of the border.

We really are straying, Mr. Chairman, I'm sorry. But you talk about the bed situation; the Secretary of Health in the United States has announced that by 1984 the administration under President Carter will close 100,000 beds in that country. The administration will, early in the new year, bring in the first piece of legislation to introduce their Medicare scheme. They are up here continually looking for advice and trying to hire some of my staff away as advisors on how to bring it in, but that Valhalla ain't going to be there long.

**Mr. B. Newman:** If they leave, Mr. Minister, you'll know why they're leaving; they're dissatisfied.

**Hon. Mr. Timbrell:** Again straying away from the point, I think the medical profession is a very independent type of profession. The individuals are individualists and independent. Undoubtedly a great many of them have never accepted the fact that the government is in the health care business, and they don't like having the government in the health care business.

All I'm saying is that if that is what they're trying to escape by going to the United States, if that's what we're talking about, then they're really not escaping that much. The government involvement in the health care scheme in the United States is going to grow almost logarithmically over the next two years.

**Mr. B. Newman:** If your decision is irreversible, Mr. Minister, I hope you do everything you can to protect the jobs of all of those employees who are there so that all can find some type of employment with some branch of the ministry, either in London or some other branches in the Windsor area.

**Hon. Mr. Timbrell:** We have a personnel man down there today and tomorrow

talking to the staff. I mentioned that we will follow our responsibilities under collective agreement to try to locate them in other positions; first of all in the ministry locally and in the ministry province-wide, or other ministries in the Windsor area. That, I can assure you, will be done and is being done.

**Mr. B. Newman:** And all of their benefits will be protected? Their pension rights and so on?

**Hon. Mr. Timbrell:** As per all of our agreements.

**Mr. B. Newman:** Thank you, Mr. Chairman.

**Mr. Cooke:** First of all, may I say I'm very pleased to hear from the minister how efficiently OHIP runs; I guess it compares very nicely to private insurance. Maybe one of these days we'll get into public auto insurance and the government can run that just as efficiently.

**Mr. Duktzta:** And save money.

**Mr. Ruston:** You don't believe that.

**Mr. Duktzta:** Of course I do. He just said that it's cheaper to have it run by the government.

**Mr. Cooke:** Regarding some of the questions Mr. Bounsall asked yesterday, and I asked as well, some of the figures haven't been provided yet; and I'm sure you have them because you said they were available. You said you'd be breaking down the \$250,000 for office expenses and saying how that money is going to be saved.

**Hon. Mr. Timbrell:** It comes under three or four categories: Benefits, which are not included in the wages and salaries category, about \$78,000; transportation and communications, \$15,000; services, \$20,000; supplies and equipment, \$12,000; rental savings—this is really a saving to the government—as a non-rental from the private sector, given the pressures on all the other space, it was estimated at \$125,000.

**Mr. Cooke:** What was that figure again?

**Hon. Mr. Timbrell:** It is \$125,000.

**Mr. Cooke:** No, but what was the category?

**Hon. Mr. Timbrell:** This is rental as a saving on non-rental from the private sector. In other words, with the squeeze that's coming on the government building, and on this building, and the demand for space in the area, the estimated saving to the government—this isn't necessarily to the Ministry of Health although the other totals certainly are—is \$125,000.

In addition to that, we have been paying for the heating and so forth. That's an additional cost that I don't think is a part of

any of these. We have been paying toward the heating, haven't we; and light and so forth? What would that have been costing us? It's not a big factor.

I don't know whether you were in the room earlier, Mr. Cooke but this gets into what size the Windsor office was. This has been under consideration for a number of months, so there have been vacancies allowed to stay vacant until we made up our minds. Those positions obviously aren't going to be filled, so that will be an ongoing saving. There have been additional vacancies in London which have been left vacant until a decision was made and those aren't going to be filled, so there is obviously an additional saving there.

As I said earlier, the minimum saving to the ministry will be \$250,000; that's related to the 19 positions and forgetting about other vacancies that are going to be left unfilled. A maximum the staff have estimated would be \$580,000. For safety's sake it was thought better to go with the lower of the two estimates rather than the higher.

**Mr. Cooke:** These other ministries that are moving into the OHIP building—I think you mentioned some are moving from the county court-house and some are moving from the university—if OHIP was not going to vacate what would be happening to those operations? Were they definitely going to be going out to private accommodations?

**Hon. Mr. Timbrell:** It was my understanding that they would have to find other accommodation, because there is nothing—correct me if I'm wrong on this—there was no additional space available in the government building and they would therefore have had to rent space elsewhere in the community.

**Mr. Cooke:** Do you have the cost of what it's going to cost to transfer these employees from Windsor to London?

**Hon. Mr. Timbrell:** The cost will be \$1,000 each, roughly—somebody nod if I'm using the right figure, thank you. If all 27 positions are accepted by 27 people in Windsor, our cost would be \$27,000.

**Mr. Cooke:** How do you come up with that \$1,000 figure? Is that something in the collective agreement or—

**Mr. Buchanan:** We have assumed at this point that we were talking about non-home-owners, that there'll be no movement or sale of houses.

[4:45]

**Mr. Cooke:** Why are you assuming that?

**Mr. Buchanan:** Because it has been looked at, in point of fact. We have looked at it overall and we are assuming that the costs

involved will be half a month's salary per employee, which is in accordance with the transfer arrangements, and approximately \$500 for moving personal effects to London.

**Mr. Cooke:** What is the difference in cost?

**Mr. Buchanan:** There are allowances for sale of the home, lawyer's fees and real estate fees.

**Mr. Cooke:** Approximately how much would that increase it per person?

**Mr. Buchanan:** It has a potential to increase it by a few thousand dollars but we have noticed that the people who are liable to move will be single people who are the primary wage earner.

**Mr. Cooke:** How many people do you think are going to move?

**Mr. Buchanan:** I am reasonably confident that the majority of the 27 positions will be filled by Windsor employees.

I was down there last Thursday and the indications were that a large number of employees were interested. We will know better after today and tomorrow when each employee is being interviewed by the district director of Windsor, the district director of London, and a human resources officer. Each employee is having an opportunity to answer questions, ask questions and be given a job offer.

**Mr. Cooke:** Then you should have a more accurate figure by next week when we are in estimates.

**Mr. Buchanan:** We certainly will have a better estimate next week of how many people wish to move.

**Mr. Cooke:** Could the minister report on that next week?

**Hon. Mr. Timbrell:** Sure.

**Mr. Cooke:** I understand from a statement you made last night that it is going to cost \$45,000 more in the London office, is that correct?

**Hon. Mr. Timbrell:** Yes. We figured that the vacated fourth floor would save us \$90,000. Now we are going to need part of it back, so we will only save \$45,000 with half of it back.

**Mr. Cooke:** When you were attempting to get hold of union people and you contacted the Toronto office of that union, weren't they able to tell you the name of the president of that local so you could have contacted local people instead of Toronto people?

**Hon. Mr. Timbrell:** The plan was that we would do both. But as Mr. Buchanan reported, we found that there was no executive member of the union in that office.

**Mr. Cooke:** But there is somebody working for the provincial government who happens to be president of that local and there is a steward in that particular building.

**Mr. B. Newman:** Just ask the switchboard.

**Mr. Cooke:** Yes, I am sure that it would not be that difficult.

**Mr. Buchanan:** The information given to me by local management was that there was no executive member of the union on the staff in Windsor.

**Mr. Cooke:** You did not think it was necessary to find out who was on the executive for that local union and contact them? You thought that it was okay to contact only Toronto people?

**Hon. Mr. Timbrell:** Mr. Oss, did you want to add something?

**Mr. Oss:** In general these matters depend on the local internal organization of the union, because the union is not necessarily always organized along ministry lines. For example, there are locals which are exclusive to some of our psychiatric hospitals because there are sufficient numbers of employees. There are other locals which are geographically organized, of which the Windsor office employees may be members, but they may not necessarily hold executive positions. In other words, the executives of that particular local may be from some other ministry, but for union purposes they are, of course, the same.

**Mr. Cooke:** That is exactly the case in Windsor, but the point I am making is that you could have found out who the president of the local was in Windsor.

**Hon. Mr. Timbrell:** Well, we tried.

**Mr. Cooke:** You sure didn't try too hard. What is going to happen with these two maintenance employees? No one seemed to know when Mr. Newman raised the question.

**Mr. Buchanan:** At the present time we are approaching the Ministry of Government Services to see what the arrangements for that will be.

**Mr. Cooke:** So their future is in great doubt at this point?

**Mr. Buchanan:** It is in some doubt.

**Mr. Cooke:** It seems to be in a great deal of doubt.

**Mr. Buchanan:** It is assumed that the building will continue to be utilized and it will be necessary to have maintenance services. If someone is employed in that capacity, it will be the two people involved.

**Hon. Mr. Timbrell:** This would tie in with the anticipated moves into the building of these other services.

**Mr. Cooke:** How were the local employees told about this?

**Mr. Buchanan:** I met with the total staff in Windsor 30 minutes before the release of the statement to the press. I advised the staff employees of the contents of the release. I advised them of their rights in general. I advised them of the job opportunities that would arise in London and in Windsor, of course; there are five jobs in Windsor. At the same time, I indicated that we would have human resources officers in Windsor this week to answer any question they might have related to the moves.

**Mr. Cooke:** So at approximately 11 o'clock last Thursday you called all the employees together and told them this great piece of news, and you hadn't even contacted the president of the local union? I think that's a shame and that's a terrible way to handle it.

**Hon. Mr. Timbrell:** Mr. Cooke, if you're going to make that kind of comment I'll take the crap but not my staff, please.

**Mr. Cooke:** All right, I'll assume that it was directed at you.

**Hon. Mr. Timbrell:** Thank you.

**Mr. Cooke:** What has the ministry done in contacting other ministries to try to place these employees and what are the prospects?

**Mr. Oss:** Once we know who the individuals subject to layoff are, and we'll know later this week, then the machinery which has already been explained under the working conditions agreement will get into play. We cannot do anything effectively in re-locating specific individuals until we know who these individuals are, what jobs they hold, what their qualifications are. Once that has been determined, the machinery gets into play.

I might also mention another item that hasn't been brought up. Aside from the provisions in the collective agreement, in terms of the layoff situation, the Civil Service Commission is often involved in getting other ministries to find jobs for those individuals who are under layoff notice. It becomes a government-wide rather than just a ministry-wide operation. There have been instances in this regard where, for example, the Civil Service Commission declared a hiring freeze throughout the government for certain classifications until the people under layoff notice were accommodated.

**Mr. Cooke:** Up to this point then no ministers have been contacted?

**Mr. Oss:** Not so far.

**Hon. Mr. Timbrell:** The personnel person is there today and tomorrow to determine



who wants to go and who doesn't and, therefore, starts to put the problem in its proper perspective.

**Mr. Cooke:** The point I'm making is that in your decision to practically eliminate the Windsor OHIP office there was no contact with other ministries to find out how feasible it was to get these employees other jobs. This is information that could have been provided at the meeting on Thursday.

**Hon. Mr. Timbrell:** It depends who is going. Where are you going to start? You have to know who can't or won't go, what kind of position they have and what their qualifications are. Then you contact the local ministries and say: "All right, we have two clerk 5s, a secretary 3 and an EO1. What's available?" Then you start to try to fit them in.

**Mr. Cooke:** I would have thought that some general information could have been gathered about possible job openings within the other ministries. What's happening to Vern Walpole? Is that confidential?

**Mr. Buchanan:** Mr. Walpole has been offered the presently vacant position of director in the Kingston office.

**Mr. Cooke:** Has he made up his mind about this?

**Mr. Buchanan:** It is my understanding that he is going to move to Kingston.

**Mr. Cooke:** That's one half-decent move that the ministry has made in this whole thing.

Incidentally, there happens to be a claims manager vacancy in Kingston as well. Mr. Paré, the claims manager, has been offered that position.

**Mr. Oss:** There is another dimension which might perhaps be mentioned too, as to why it is difficult to take advance action as to relocation of individuals who have not yet been identified, aside from the classification and skill base and so on a person may have. We have found on earlier occasions that some people are not willing to move outside of the immediate community whereas others are. Again, it's very difficult to make concrete plans, even on a tentative basis, with other ministries until all these factors are determined.

**Mr. Cooke:** When I was speaking of making inquiries of other ministries, I was speaking primarily of offices within Windsor. I think you know, and I'll be interested to hear the information next week, that very few people who are going to be laid off are going to be able to accept jobs out of Windsor because they are women who are married and

have families and who are just not able to move out of the city. Actually, in my opinion, the offer to transfer is a meaningless offer for most of the employees and was just put in to try to pacify the employees and pacify the community.

**Hon. Mr. Timbrell:** That may be your opinion but that has always been our practice. It is required by the collective agreement.

**Mr. Cooke:** What I'm saying is that it's a meaningless offer, whether it's covered by the collective agreement or not.

**Hon. Mr. Timbrell:** Time will tell. I read into the record today some figures to do with what happened at Goderich and Timmins. The experience there has been that very few experienced ultimate difficulty in maintaining employment either with the ministry or in one way or another. I think I'm correct.

**Mr. Cooke:** I just want to conclude, because between yesterday and today I think most of the aspects of this have been covered. I too agree with Mr. Newman and with Mr. Bounsall that you can call it what you will but this is centralization. It might not be complete centralization to Toronto where everything else is in this bloody province but it's a degree of centralization. You can't call it anything else.

The people of Windsor, as I'm sure you must know by now, are completely insulted by this move. They feel they're being overly centred out by the government's restraint program when you consider, as Mr. Newman has said, the Riverview closure, the failure of the government to do anything on the resource equalization grants and now the closing of the OHIP office and before that—a more minor item but still very important to me—the refusal of your ministry to provide any grants for the Essex County Lung Association, which was an issue of great interest to the people of Windsor. Maybe another ministry will fund it but we've still got no commitment.

Those are four things in the last few months that the people of Windsor have been expected to swallow by this government. We're not going to take it sitting down. I don't think this is partisan politics on the part of any of the members in Windsor. You may say it's just the fact that we're representing Windsor ridings. I would think, when I discussed it in my caucus, the rest of the members were just as outraged. I would think that the same would go for Mr. Newman's caucus. This is a matter where if any city in this province were treated the way Windsor is being treated, it would be outraged.

Your ministry should look very seriously at what has been going on in Windsor, should reconsider this move and in the name of decency, should halt it.

**Hon. Mr. Timbrell:** Don't take this the wrong way, but I recognize our efforts to restrain spending and the size of government are policies which you for your own good reasons cannot support.

**Mr. Cooke:** I don't think that's true at all. We're not saying that money shouldn't be saved. We've quarrelled with your figures on Riverview and we won't completely accept your figures on OHIP.

**Hon. Mr. Timbrell:** With respect, in this case you are saying that money should not be saved.

**Mr. Cooke:** We think that money could be saved in a different way. Take a look at the London office. Why have you overstaffed it?

**Hon. Mr. Timbrell:** It has not been over-staffed. I love the way you drop these one-liners. You haven't said one thing and you haven't offered one figure or one argument to back up that kind of statement.

**Mr. Cooke:** We did talk about efficiency to a certain extent.

[5:00]

**Hon. Mr. Timbrell:** And the difference between the two offices is marginal. Both offices have been well below the provincial average for the entire system. By combining the two offices for the claims processing we are going to bring the combined operations in London up closer to the expected provincial average of efficiency, and thereby save one hell of a lot of money. That is important to the people of Windsor, too, surely.

**Mr. Cooke:** I think you could have done it by maybe expanding the area that Windsor covers, and by sharing the layoffs.

**Hon. Mr. Timbrell:** That wouldn't have done a thing. In fact, it probably would have made it worse.

**Mr. Cooke:** How?

**Hon. Mr. Timbrell:** Windsor only covers the one county.

**Mr. Cooke:** That is correct.

**Hon. Mr. Timbrell:** London covers the counties of Elgin, Kent, Lambton, Middlesex, Huron, Perth, Grey, Bruce and so on. You really wouldn't have attacked the overall situation if you had given one or two counties to Windsor and taken that away from London and left all the infrastructures. You would have two office managers, two claims managers, two sets of equipment and everything

else. That really wouldn't have solved the problem at all.

**Mr. Cooke:** The majority of expenses that are being saved are obviously salaries. You have given me a figure of up to \$580,000 on salaries, so that could still be saved.

**Hon. Mr. Timbrell:** No.

**Mr. Cooke:** Sure, it could. You could be laying off people, sharing the layoffs in London and Windsor. Certainly when you divide it up into two cities, you are going to be having the much greater possibility of those people getting jobs.

**Hon. Mr. Timbrell:** No, that wouldn't work.

**Mr. Cooke:** I'd still challenge you to come up with another city that is being singled out the way the city of Windsor is by your ministry, because you haven't yet.

**Hon. Mr. Timbrell:** As I say, I think maybe you should talk with Mr. Thomas, who was the candidate for your party against me in the last election, and maybe you should look at some of the things he—

**Mr. Cooke:** Are you telling me that Toronto is being singled out?

**Hon. Mr. Timbrell:** I certainly disagree with Mr. Thomas on most things. I am glad to hear perhaps you do, too. Look at some of the things he put into print and some of the things he had to say about the effect of the OHIP move on Thorncliffe Park and on the borough of East York and the riding of Don Mills. His arguments advanced in May and June of this year were that I was doing to my own constituency, my own community, something far more calamitous in scale than what we are talking about here.

**Mr. Conway:** By the same logic, Mr. Minister, we surely wouldn't hold you accountable for the policies of your candidates in such places as Ottawa Centre and Timiskaming in the recent campaign. While one can appreciate the desirability of engaging in a kind of political—

**Hon. Mr. Timbrell:** Why Timiskaming? We won that.

**Mr. Wiseman:** I was just wondering if my Liberal opponent got his information from Sean?

**Mr. Ruston:** Mr. Chairman, I am sure that I don't intend to go over the things the members for Windsor-Walkerville, Windsor-Riverside and Windsor-Sandwich have. I maybe will take a few things on a little different basis; probably it is because of my personal involvement in being connected with the medical insurance business prior to coming into the Legislature and having my job done away



with, too, when I myself voted in the Legislature to include Medicare as a part of the basic rights of a Canadian and a person in Ontario. I guess that is voting for the demise of your own job.

We brought in Medicare, which was felt to be a basic right of everybody in Canada. And, of course, in the Windsor area we had Windsor Medical, which was formed by the doctors and which was probably the most efficiently run operation of any Medicare plan in the world. It was operated by the doctors and they supervised themselves, which is a little easier to do than having the government supervise them.

If you are supervising yourself, you will accept certain responsibilities and certain restraints. The doctors maybe wouldn't want to accept those from the government because one of their basic philosophies in operating the plan was that the doctors actually shared in the amount of income they took in. If the claims were high, the doctors' income went down; if the claims weren't so high, then, of course, their income went up on a per-call basis.

I can recall one year when the doctors only received 60 per cent of the basic rates they charged; maybe in another year they would get as high as 90 per cent, rather than raise the rates. That was how they operated; it was an interesting concept. It would be interesting if the government could do the same thing.

Maybe at some time we will have to look at that. In other words, we may say to the medical profession, "We have so many dollars and we would hope and expect you would share the dollars in such a way that everyone will get proper Medicare, but at the same time the dollars will have to be balanced out among those giving that care."

Whether or not it is a feasible thing, it is something that has been talked about a number of times. I know a doctor came in a number of years ago to present that type of thing to our caucus, thinking that it might be part of the answer for controlling our health care costs.

I ran across an interesting thing when I had to go to a specialist in Windsor not long ago. I saw a sign on the bulletin board where you went in to give your name when you were coming in for an appointment which stated: "We do not operate within OHIP." I had my examination and so forth and the doctor said, "Step down the hall and pay the girl \$28." I don't have the up-to-date fee schedule but my understanding was that the fee for a specialist of this type was \$35. Anyway he charged \$28 and within 17 days

I had a cheque from OHIP for \$24.20. To me that was fine—there are some problems with it, of course.

He explained it all to me because, I guess, when you go in for something and the name rings a bell with most people, he knew then what my profession was.

**Mr. Conway:** We all know you are a very popular fellow.

**Mr. Ruston:** He also knew me because I can recall signing cheques for him when I was in the medical co-op business on a monthly basis.

He said, "I saved the province of Ontario \$32,000 in two years by dropping out of OHIP."

I said, "I have a pretty good idea how you did it, but what is your answer to it?"

He said, "I didn't really cut down the major operations or the necessary things. But what I stopped was"—and he used other words but I'll just say "people running from one doctor to another to get another opinion."

**Hon. Mr. Timbrell:** How did he do that? You can't really force them not to go to another doctor.

**Mr. Ruston:** Okay, but as long as it is free, they would go. If people have to go to him and pay him \$28, they are not likely to go to him to get an opinion if they have already gone down the street to a fellow OHIP paid. So it is a deterrent, I suppose.

But I think there are problems with that, because if an individual doesn't have the \$28 in his pocket and he needs the care, then what is he going to do? That is what we have to sort out some time.

We had a contract. This goes back a number of years. I am sure many of the medical co-ops had them, and they had something to be desired, but they also served a great need of rural people, especially, because they couldn't get into the groups. If you worked in Ford or Chrysler in Windsor you were automatically in Windsor Medical without problem. If you were a farmer in a back concession you couldn't get into Windsor Medical, so you had to hope to goodness you never got sick. For our forefathers, our parents, my parents, that was the biggest worry they had in their whole lives, having enough money in case they got sick. I heard my father say on more than one occasion that the fellow down the road almost lost his farm because of sickness. So we had to have something, and we had to have a universal Medicare plan.

What we had in our contract was the surgical plan which was so much money; then we had the general plan which covered



what we call office calls, eye examination, things like that. In the plan that covered the complete system, office calls and everything, was a stipulation in the contract that you could only collect \$250 worth of office call coverage, which included eye examinations et cetera. Anything that had to do with surgery, even if it was just three stitches, was a different type of system.

We weren't too restrictive in allowing people to come in. Our directors felt, as well as myself, that if anybody wanted to join they should, whatever age they were. I can recall a couple of bachelors coming in and wanting to join the medical plan when one was 77 and the other one was 79. Most insurance companies would automatically dismiss them. We took them in and after eight months one fellow had used up his \$250 worth of office call coverage. When I informed him he would have to pay for any more visits himself I understand he quit going to the doctor for the rest of that year.

Our OHIP plan is a great thing but there is no doubt there are abuses to it on all sides. It's not just the doctors. There are doctors who are afraid to tell a patient he had better not come in for a month when the patient thinks he should be in in a week or two. It's difficult. I had the occasion to know a doctor who lived across the road from me for 20 years, a family doctor and a country doctor. I think he was medical officer of health in the district for 55 years. I would drive him around and he would tell me some great stories. I wouldn't want to repeat in Hansard some of them that he told me.

**Hon. Mr. Timbrell:** Maybe we should tell them not to listen to them.

**Mr. Ruston:** They were more interesting than what I'm going to be talking about.

**Hon. Mr. Timbrell:** The rest of us will reserve judgment.

**Mr. Ruston:** I'm getting off track on what I'm talking about. I've heard him say that he would have people coming into his office and if he did not give them some pills, which he told me were sugar pills, they would have gone to some other doctor. So he treated them.

This is a problem. A number of us in this room may have at some time gone to a doctor when really there wasn't anything wrong with us. We felt there was and so we went. These are the things we have now and when it's universal I don't know how one really controls them.

There has got to be some control. I'm sure that eventually we're going to have to get into some type—I don't know if it's control. I myself do not agree with what Saskatch-

ewan tried once, namely, putting on a small user fee. I frown on that because I think it could hurt people who maybe really need care and aren't able to pay for it. I'm not sure what the answer to it is, but I would imagine there are people more learned than I am in this business who, if they put their minds to it, could come up with some form of a partial solution.

Getting back to the Windsor office where, as you mentioned, the manager is Mr. Walpole, who had been with Windsor Medical for many years before as had many of the employees. I was talking to one person the other day who had been employed in the same business there for 26 years. To be now informed that your job is gone or you have to go to London is very difficult.

As you mentioned a few minutes ago in reply to Mr. Cooke, I'm sure if single people can go to London—and it's as good a city to live in as Windsor, I suppose—they can move. In fact, I have a couple of relatives who are moving from London now and looking for a job in Windsor because they want to move back to Windsor which they say is better than London. I guess that's part of our type of living. Mr. Van Horne should listen to that. He might like to hear that.

It's a problem. I try to believe that you're not singling out Windsor, but it's pretty hard to believe all the time. Too many things happen. Someone said at one time we were going to put a canal across the Tilbury boundary line between Kent and Essex counties. The rest of Essex county would go into Detroit and would be part of Detroit because they were going to put a canal across there. That was about 100 years ago. No one ever went ahead with it so we're part of Ontario.

**Mr. Cooke:** Tom Wells told us that we should raise the American flag. He said to the county school board and the Windsor school board, "Raise the American flag over Essex county."

**Mr. Ruston:** We may have to eventually. I don't know.

**Mr. Cooke:** Never.

**Mr. Ruston:** I wanted to ask a few short questions with regard to this. Do you have the figures for the amount of claims in Windsor and the average claim in dollars?

**Hon. Mr. Timbrell:** It is two million claims with an average cost per claim of \$14. That would be \$28 million a year.

**Mr. Ruston:** Is that an average in Ontario, or do you have them separated in different areas?

**Hon. Mr. Timbrell:** That's the provincial average. I can give you some more information.

From May 1, 1976 to April 30, 1977, the total medical claims in Windsor were \$27,576,101; dental claims were \$289,764; optometric claims were \$507,666; chiropractic, \$288,733; osteopathic, \$22,249; chiropody, \$14,476. This results in a total of \$28,824,989, which is 3.7 per cent of the total dollar volume.

The number of claims paid were: medical claims, \$1,991,464; dental claims, \$2,000,249; optometric, \$35,281; chiropractic, \$21,067; osteopathic, \$1,309; chiropody, \$18,070, for a total of \$2,070,128 or 3.9. This is the number of claims in relation to the province.

The average cost per claim in Windsor in the medical category was \$13.85 and in the dental, \$128.84. I guess I should give you the provincial averages as well, while we're at it.

**Mr. Ruston:** I think some of the provincial averages are in the book, some of them anyway.

**Hon. Mr. Timbrell:** I'll just continue across then. Dental was \$128.84, optometric \$14.39, chiropractic \$13.70, osteopathic \$17 and chiropody \$7.49. The overall average is \$13.92.

There are a lot more here I could read to you.

**Mr. Ruston:** I don't think that's necessary. I was trying to see if the cost per claim varied much in Windsor compared to other parts. I was noticing in your book here that the average cost per claim ranged from a low of \$13.42 in Oshawa to a high of \$16.82 in Toronto.

**Hon. Mr. Timbrell:** We'll pick out the offices which serve the teaching hospitals, all right? Let's take medical: Windsor was \$13.85; Hamilton, which has got McMaster University Medical Centre, \$14.61; Kingston, which has got the Queen's Medical Complex, \$15.49. London, which has Western Medical Centre, \$15.03; University of Ottawa medical school and attendant teaching hospitals, \$15.36; and Toronto, with its big medical complex, \$16.91. The ones that are lower are the ones that don't serve teaching hospitals; Mississauga, Oshawa, Sudbury, Thunder Bay.

**Mr. Ruston:** Another thing that has been brought to my attention by people who have worked in OHIP is the premium assistance program. Of course everyone over 65 is exempted from paying the premium because of age, regardless of their income. There is

some concern about whether there really is any checking of these certificates as they come in for an application. Do you have any particular method of spot-checking on the premium assistance programs?

**Mr. Harnett:** The premium assistance programs are based on an estimate of what the applicant's income is going to be for the current year. Under legislation, we are bound to provide premium assistance if the estimate given indicates it falls under criteria which make the applicant eligible. We are not checking on it.

It is difficult, of course, to check an estimate. When I say we are not checking it, I should add that if someone becomes employed during the year in which they are granted premium assistance, the employer is required by regulation to transfer the insurance into the group he is running and make deductions from the employee's pay. The employer might contribute on his behalf if they have that type of an arrangement.

I would say that two-thirds of our enrolled population is on a group basis. As you probably know, there are very few employers in the province who aren't enrolled in OHIP on a group basis. So generally speaking anyone on premium assistance who takes employment will be transferred into an employer group and premiums will be remitted to us. At that point the premium assistance is cancelled for that person.

**Mr. Ruston:** Do we really know how many OHIP numbers we have at the present time? What is the latest figure on that?

**Mr. Harnett:** We have approximately 7.4 million certificates in effect at this point, including single and family.

**Mr. Ruston:** When you consider our population, that is an awful lot. A lot of them must be dormant or duplications. I can recall when we were operating it we had one fellow with three different hospital numbers.

The border cities concern me. I don't know how we could really check this out; perhaps in the city of Windsor we could have taken one or two of the staff to check border cities for people who might be coming over from the United States and making use of our medical plan. I have heard it said on more than one occasion, that when England first put in their medical care plan people went over there on vacation and came back with a new set of teeth. I am wondering how much that is now being done in Canada, especially at border cities where there are very close relatives living nearby in the US. There again, I don't know



how you can ever check it that closely, but I am sure that it must be going on.

**Mr. Harnett:** It would have to be an outright case of fraud, because our application is a really involved one. If an American citizen completes the application they would obviously be giving us misinformation, and that is a case of fraud. We have on occasion unearthed a few of these situations. We haven't brought them to litigation, but we have cancelled the insurance and in several instances recovered the amount paid on their behalf. It is a very difficult thing to do.

**Mr. Ruston:** You can also run into the problem of the people living here. Maybe they come in as cottage owners or something and give that as their address. I don't know if there is a further check after you give them an OHIP number. I don't think there really is. You give them an OHIP number based on their residence and their address, and I suppose from then on they are on their own.

**Mr. Harnett:** Yes; but here again they are defrauding the system.

**Mr. Ruston:** Yes, I realize that.

**Hon. Mr. Timbrell:** I think the point that needs to be made here is that this is yet another area where a unique personal identifier would be helpful.

**Mr. Ruston:** A what, Mr. Minister?

**Hon. Mr. Timbrell:** Unique personal identifier—oh sorry, you weren't here when we discussed it earlier. This is a suggestion or proposal which we have been looking at which would involve a new enrolment system whereby rather than having the Richard Ruston file and number, and everybody in your family insured under that number, it would involve going to the social insurance number being used for each individual. Therefore each individual would get their own card; when a child is born it would get an OHIP number which would correspond to the child's social insurance number.

I think there are many merits to that. We have discussed this over the last couple of days. I think this is yet another area where it would assist. Now you are going to tell me I am all wrong.

**Mr. Harnett:** No, certainly not.

**Hon. Mr. Timbrell:** Well either here or later on.

**Mr. Ruston:** I might have a few more things on this vote, but I'll take a little rest right now if someone else wants to talk.

**Hon. Mr. Timbrell:** I'll just respond to your earlier remarks. The comments which

your doctor friend made to you are not uncommon, in fact they are quite common. I did mention earlier in the day that we have approached both the hospital association and the medical association to seek their active involvement in a public relations program which would inform the public of Ontario as to what the cost of health care really is. I am sure you have come up against it time and again; people saying why not go whenever I feel like it, it's free.

**Mr. Ruston:** Yes.

**Hon. Mr. Timbrell:** Or I don't pay for it, so why not use it. Obviously, nothing in this life is free, and even if we do pay premiums, we are also paying for it in other ways because 26 per cent of the cost of health care—I think I used the figure 21 per cent the other day—is covered by premiums, and the other 74 per cent—almost \$4 billion—is coming out of taxation. So we are all paying for it. I agree, we've got a big job to do there, to educate people in the matter of what it is really costing, to encourage individual responsibility and the initiative to look after one's own health, because we do a lot of things to ourselves in our lifestyle that result in our having to enter into the health care system, whether it be a doctor's office or a hospital emergency ward. The idea is to encourage the individual to think twice about going to the doctor's office.

In other words, is it necessary? Is that throat really sore or is the cut that bad or is the pain that unusual that it is necessary to go to a professional? And if so, to think do I need to go to a hospital or can I phone my GP? In other words, to use some discretion, rather than just say, "Well it's there; it's free, I'm not paying for it"—all of which is untrue of course.

[5:30]

I agree with your comments about Saskatchewan. You know, one hears from time to time from a number of individuals and organizations that say, "Well, bring in deterrent fees or user fees"; or they come up with all kinds of nice euphemisms for the same thing really. That's a concern; in that the very people for whom Medicare was started—the aged and the poor—will be the first to be deterred from using the system. So I really don't think that straight across the board, so many dollars a day in a hospital bed or so much per visit or so much per prescription is the answer.

**Mr. B. Newman:** You're not considering, that are you?

**Hon. Mr. Timbrell:** No, I said that in the House; but I'm sure open to suggestion for



other kinds of systems that will be equitable in the distribution of the costs to the public and at the same time will forcefully and repeatedly bring home the fact that it is a very expensive system and that it sure as heck isn't free, it's costing us all a lot of money.

**Mr. Ruston:** Yes, I've repeated this in past years, but we still haven't solved the problem. Maybe some of your people will eventually get their brains working a little better or find the ability, although I know we have so many other things to consider.

I can recall a lady walking into the office one day and saying "I was in to see the specialist the other day. Have you got the bill yet?" So I pulled out her file and I said, "Yes." She said, "How much did he charge me?" I said \$35. "My goodness, \$35! It cost me that much?" she said. I said, "Well that's what it is." She didn't realize that it was costing so much; but of course, she was paying only the premium.

You just go into the doctor's office and you walk out again; you don't have to sign your "John Henry"; you just go. This may entail a lot of cost, and we don't want to add anymore cost to the administration of it, but perhaps we can inform the public as to what each one of these services is costing. They might then give it consideration.

**Hon. Mr. Timbrell:** We do have what are called—

**Mr. Ruston:** Yes, I received one in the mail a couple of years ago about a charge.

**Hon. Mr. Timbrell:** A verification?

**Mr. Ruston:** A verification, yes.

**Hon. Mr. Timbrell:** No, that isn't what I was going to mention. We have what are known as dummy bills—no reflection on the recipient, I might say. More and more of the hospitals are doing this. When you check out they will give you a statement. If you've been in there for 10 days and their per diem cost is, for argument's sake, \$100 per day for that bed, they'll give you a statement that says the government is being billed or is paying \$100 a day for your use of that bed; that times the number of days you were there, equals the total amount.

I've asked a variety of hospital administrators how it's working. One guy said he had to put a larger wastebasket in that part of the hospital; others feel that it's making the point. I think the jury's still out on that one.

We've had suggestions. I see in this morning's paper, in Mr. Hellyer's column, that we should maybe mail quarterly or annual statements to people. I don't know that that is the answer either, so long as they feel they

are not paying for it; or that somebody else is paying for it, whoever they are.

I can remember when I was in the Ministry of Energy, the nephew of one of my secretaries was in Toronto Western for tests and eventually some surgery; finally he recuperated and was sent home. He was in for almost a month. Somehow things got fouled up in the billing process and he was sent the bill, which was, if I remember correctly, something in the order of \$7,000 for all services; and this was just at the time the OHIP premiums went up. I'm sure he never uttered a word of complaint about having to pay \$16 a month as a single person for his OHIP premium.

**Mr. Germa:** Mr. Chairman, there have recently been a lot of horror stories published almost daily in the press regarding inefficiency, generally, in OHIP. We see stories that as a result of OHIP not having control of the situation people are committing fraud and are getting convicted. What I am going to speak to, Mr. Minister, is the report—and I'm sure you're familiar with it—of this august committee, the select committee on company law.

**Hon. Mr. Timbrell:** On the subrogation.

**Mr. Germa:** On the subrogation, chapter 19; I'm sure you must have read it.

**Hon. Mr. Timbrell:** Great bed-time reading.

**Mr. Germa:** Yes, I was surprised. We had the directors of the subrogation branch before the committee at some considerable length, and the committee has made some specific recommendations. Maybe the other members of the committee haven't read the chapter as well as I know you have; maybe I should just bring them up to date on what conclusions the committee came to. I quote:

"During the course of the committee's investigation, a number of insurance companies were very critical of OHIP efficiency and indicated that OHIP often had to be pursued in order to obtain claims amounts." Now I'd take that statement with a grain of salt; I'm not sure that insurance companies run around looking for bills that they will pay.

"Lawyers advised the committee that OHIP is often willing to forget about a collection even where a significant amount is involved, although OHIP representatives replied that they now have a system of critical reviews by senior management where proposals are made to write off substantial claims. In summary, it is quite obvious to the committee that the subrogation system and the subrogation section are not working as the Legislature intended."

Then they went on to say: "Furthermore, it was obvious to the committee that despite these expenses, the system did not work efficiently and probably could not be made to work efficiently." So the committee, after a lot of discussion and questioning with your directors of the subrogation branch, was of the opinion that the subrogation branch is not worthy of keeping.

Just to put some figures on the record: In a memo written by the manager of the OHIP subrogation branch, June 3, 1976, it was estimated that there were approximately 45,000 accidents involving bodily injury in Ontario in 1974. Of these, the department opened only about 24,000 files, leaving 21,000 accidents unreported to OHIP. So the subrogation branch, if I use those figures roundly, is probably collecting about 50 per cent of what it really should collect.

Added to that is a further indignity, Mr. Minister, whereby the person who reports the claim to the OHIP subrogation branch is paid a fee—something like a big brother system I guess. Most of the people who do this are lawyers, and as a result of this OHIP pays out approximately \$50,000 per month to lawyers.

**Hon. Mr. Timbrell:** Excuse me, Mr. Germa, I'm advised that they are not paid.

**Mr. Germa:** I beg your pardon.

**Hon. Mr. Timbrell:** Are you saying that they are paid a fee for reporting the accidents?

**Mr. Germa:** This was the information we got from the director of the subrogation branch when he was before the committee. I will read the sentence, Mr. Minister. Could I quote the report?

"The committee found that one of the methods that had been adopted by OHIP subrogation section for finding out about motor accident injury cases was to obtain the co-operation of lawyers. They agreed that lawyers would be entitled to a collection fee if they were the first parties to notify OHIP of a pending claim. As a result of this policy, OHIP pays out approximately \$50,000 per month to lawyers." There is \$600,000 that I think should not be paid out.

**Mr. Duksza:** That's the whole operation of the Windsor OHIP, such incompetence in the ministry.

**Mr. Germa:** The committee made certain recommendations, Mr. Chairman. The insurance companies know the figures of hospital costs and medical costs in every accident and they're the only people who have it collectively. The committee suggested they should report this information to the Insurance

Bureau of Canada, which is the statistics-gathering body of the whole hodgepodge of automobile insurance companies—and there are several hundred companies in Canada. The Superintendent of Insurance would verify that these were legitimate expenses, and then you would demand payment, on the basis of their participation in the market, from those insurance companies on those costs which should be subrogated, on a proportionate basis.

Finally, the committee recommended that upon implementation of these five recommendations the subrogation section should be disbanded. I wonder what are the minister's views? Has he done anything as a result of these recommendations?

**Hon. Mr. Timbrell:** Only to the extent of raising it with senior staff such as Mr. Rose to discuss it. I must say that I had representation from individual adjusters even before the report came out. This goes back to March or April.

I can remember at least one individual coming to see me who recommended various other changes, which were based on maintaining the subrogation section but through which that individual claimed would result in significant recoveries. His concern is the same as that of the committee and others that I've heard from, that we're not getting as much back as we should be. I don't know whether that is the case. Certainly the select committee felt that way, and I am reviewing it with Mr. Rose. He may want to add some comments, but it certainly is not a closed matter in the ministry.

**Mr. Rose:** We're now, Mr. Chairman, reviewing it with the Superintendent of Insurance.

I think some of the figures are rather interesting, because the method of collecting has improved and all automobile accident reports are now received by the subrogation section. It is just a matter of figures. I think we recovered approximately \$2 million in 1970-71. The annual report for the ministry for this year shows a figure of recovery in the range of \$12 million, and our anticipated recovery for this year is \$17 million.

Also, we have found certain complications, because there are a number of other parties with whom we subrogate, apart from automobile accidents where there is an insurer through an insurance company. This category would include such large self insurers as the Toronto Transit Commission, CN Railways and other groups; plus out-of-province claims; as well as other third party liabilities, for example malpractice.



So there are a number of other things besides automobile claims. Our main objective, of course, is to ensure that we can recover the maximum amount of revenue back to the Crown through the subrogation process. We're looking at this now with the Superintendent of Insurance.

**Mr. Germa:** Did I hear someone say that you no longer pay lawyers a fee for reporting an accident, this \$50,000 a month?

**Mr. Rose:** We pay lawyers fees for doing work for us.

**Mr. Germa:** But not for reporting an accident as such?

**Mr. Rose:** Not for reporting as such. We get all our accident reports now, basically through the Ministry of Transportation and Communications.

[5:45]

**Mr. Germa:** Was this a misstatement made by the director of the subrogation branch to the committee?

**Mr. Rose:** I think one would have to check in the context of the time at which those remarks were made to the committee.

**Mr. Germa:** So this was a system that was in place at one time with OHIP then?

**Mr. Rose:** I would like to check, if I might Mr. Chairman, the situation at the time he made those remarks to the committee. I think they were made about a year and a half to two years ago. I know the report has been out—

**Mr. Germa:** The date of the report is May.

**Mr. Rose:** May of this year, but I think Mr. Badham's remarks were made either last year—

**Hon. Mr. Timbrell:** Vern's swan song; May, wasn't it?

**Mr. Germa:** It just says 1977. So you are rejecting the recommendation?

**Hon. Mr. Timbrell:** No, I am certainly not. Because of a variety of other things we haven't sat down to go through it completely yet.

**Mr. Duksza:** You are going to do another study of this?

**Hon. Mr. Timbrell:** No, no.

**Mr. Duksza:** You are breaking the habit.

**Hon. Mr. Timbrell:** That's why I am chewing gum too, for that other habit.

It is not a closed matter as far as I am concerned. There just hasn't been the opportunity, although we have sent memos and notes back and forth on the questions I have had on it; and there have been other pieces of information, such as what I have

had from the adjusters. We haven't been able to sit down and review it in its entirety to make the decision on my part as to whether I would recommend any changes to the government; I haven't done that yet.

**Mr. Germa:** Could I change the subject and ask a parochial question? In your annual report, page 18, there's a chart on the percentage of population and the percentage of claims. In the case of Sudbury, which is my riding, I see we represent 7.4 per cent of the population and we have 5.1 per cent of the claims. If I compare that with the city of Toronto, it has 20 per cent of the population and 26.1 per cent of the claims, which is just the reverse. I just wonder why that is so.

**Hon. Mr. Timbrell:** Don't forget the concentration in Toronto, the teaching facilities and the referral patterns. This would account for similar discrepancies around the province; for example, Thunder Bay 2.2 and 2.8. A number of the more complicated cases would come south to Toronto, to Sick Children's for instance; or some would go to Winnipeg to the teaching hospital associated with the University of Manitoba medical school.

**Mr. Germa:** Does that imply lack of service in northern Ontario?

**Hon. Mr. Timbrell:** No.

**Mr. Germa:** It doesn't?

**Hon. Mr. Timbrell:** Some of the more specialized units in teaching hospitals are such that you might have one or two in the province; or you might have instances where you could only have one or two units in the whole province, because you need the concentration of treatment for a particular kind of case to develop a proper teaching unit and to attract the proper staff who will then have sufficient numbers of cases of similar type in order to gain or sustain certain skills. Dr. Duszta would confirm that.

**Mr. Duksza:** No, Mr. Minister. Actually you should provide us with statistics, because I would say this represents a very small percentage of those claims in comparison with the massive claims for other health services. Unless you are prepared to give me some statistics, I would say that your answer is wrong.

**Hon. Mr. Timbrell:** What statistics do you want?

**Mr. Duksza:** Your claims come from private practitioners, from hospitals, from specialized services; from a number of places, okay? So if you are telling me that this enormous discrepancy is all due to the—



Hon. Mr. Timbrell: No; I started off by saying undoubtedly there are other factors, but not to forget—

Mr. Duksza: Then let's put aside the one that you said, unless you provide me with some statistics; and then we'll get to what the core of this thing is about—distribution of medical and health resources in our province. That is surely what this implies, and I think that is what Mr. Germa is driving at.

Hon. Mr. Timbrell: I don't think there is a maldistribution in Hamilton, where it is 16.7 per cent of the claims and 18.4 per cent of the population.

Mr. Duksza: Can we stick to the two most gross ones; the northern areas in comparison with Toronto? Two areas, Thunder Bay and Sudbury are classic examples. Show to me the distribution of facilities in comparison with Metropolitan Toronto.

Mr. Backley: Some of the other factors would be the distribution of private laboratories. A greater proportion of laboratory services in Toronto are provided by private labs that submit individual claims to OHIP, and alternate services provided by hospitals or by the public health labs.

Mr. Duksza: Mr. Backley, don't 95 per cent of all our claims go to physicians, at least according to your staff? So five per cent will go for lab, chiropractors and others combined. The lab item—I know you over-spend on that on private labs. It's all part of private business. Nevertheless it would not explain such a degree—

Hon. Mr. Timbrell: It is private business and therefore by definition excessive; is that right?

Mr. Duksza: No, it is not by definition. It is that you support private business in preference to a cheaper public business, that's what I mean. That still doesn't explain it to me, saying that the labs would take this. It's a good try—

Mr. Backley: But they would.

Mr. Duksza: The second good try, but it still doesn't explain the main point, which is maldistribution.

Mr. Germa: We are not talking about dollars here, we are talking about claims, percentage of claims.

Hon. Mr. Timbrell: And you have—what is it, a 55-45 split now over the whole province, between specialists and GPs? I wouldn't be at all surprised, and I haven't see the figures, that in the kinds of areas we are talking about the proportion of specialists would in fact be lower than the provincial average and—

Mr. Duksza: Back to maldistribution.

Hon. Mr. Timbrell: I am not denying it's a problem. The underserved program has certainly helped in getting the physicians, GPs, into remote parts of the province, the smaller communities that we were talking about.

I may want to comment further on this, but we do definitely, where we are aware of the need for specialists, work primarily with the colleges and the OMA to try to encourage individuals to go into those areas, and we have had some notable successes in that regard.

We have more to do, but one of the problems for a specialist, and surely you should know this, is to get a specialist to an area and be able to—as I understand it what they are looking for is a sufficient caseload to maintain or improve further the specialized skills they have. This is the problem for them.

Mr. Duksza: Some of our specialists do, in effect, general practice. I can think of ophthalmologists for example. That denies your argument, because in fact there would be enough cases; if they only did the proper referral of cases that would be spread across the province. That is not the factor which brings them down to Toronto. Take an ophthalmologist; he's highly trained, paid by the community, and all he does is test for glasses. That's not good enough, that is not good enough to explain why there are not enough specialists. What are you doing to make sure that there are more specialists there?

Hon. Mr. Timbrell: Do you want to add something?

Mr. Duksza: No, no, you answer it; it is your ministry.

Hon. Mr. Timbrell: No, I wonder if the deputy might want to add something further.

Mr. Backley: I don't think there is much that I could add, other than to say that there has been a noticeable increase in the number of specialists in the peripheral area; and just because of natural market pressure, if you like. Hospitals are now being approached by specialists they normally would not have had on staff in rural areas who want to come and locate there. This has happened only quite recently.

For example, open heart surgery really got under way in Sudbury. We've now seen the deployment of these specialists into the rural areas, particularly in the north. We are trying very hard, for example, to get a psychiatrist into our psychiatric facilities in the north. We are succeeding, as part of the under-

serviced area program in attracting some psychiatrists to—

**Mr. Duksza:** This is why you closed five positions on the complement in the Queen Street mental health centre I take it, as a part of improving services generally—

**Mr. Backley:** If you can talk any psychiatrists into going to Queen Street we would be delighted to recruit them.

**Mr. Germa:** I think the problem, Mr. Minister, is that we don't have a teaching hospital in that corner of the province. People are reluctant to go to northern Ontario. A boy from southern Ontario, educated in Toronto or one of the other southern teaching hospitals, didn't go to that teaching hospital so he could come to Sudbury and serve me. I think until such time as you start teaching northern people to serve northern people, you are going to have this shortfall and you are going to have to put in these subsidized programs to get even GPs there.

I think that is the basic weakness, that is why we have a lack of medical services on every front. Name any specialty you want, read the statistics and you will find we are short. This is a severe indication of maldistribution of services.

**Hon. Mr. Timbrell:** As mentioned earlier, we do work with the college and the OMA, through its medical manpower planning, and through Dr. Copeland. In doing so we identify deficiencies and one way and another encourage individual specialists and practitioners to go to these areas.

This is not the time to be talking in effect about opening a sixth medical school, when we are facing in the next decade an overall surplus of physicians. We are going to have to address that problem with the existing five medical schools in the province. McMaster has set up this program in northwestern Ontario, in the Kenora-Rainy River area, to assist in the education of physicians, and that is having some benefit in attracting more physicians to the north. I think it is that kind of thing we have to do more of to encourage them to go up.

As I say, I really don't think the answer is a sixth medical school, with all the costs involved. Just to show you what kind of a problem it is—and this is nationwide—one of the provinces west of here has decided to increase the size of its one medical school from 80 places to 140. Most of those additional 60 places—a good chunk of them—are for people who would otherwise have been educated in Ontario. They are, in effect, pulling those people from their province out of our medical schools, which is going to cause us a problem because that opens up more positions for further people in this province who are likely to stay here and add to the problem of the surplus of physicians we are facing into the 1980s.

**Mr. Germa:** But they stay in the southern part of the province. You see, you are not addressing our problem in the north.

**Hon. Mr. Timbrell:** My impression, and the professional opinion of my staff, is that that is changing. I think the kind of thing that McMaster is doing in northwestern Ontario has to be encouraged more among the medical schools.

**Mr. Backley:** We are continually encouraging the medical schools to do some of their training in the north. The northern Ontario medical program is one phase, and of course a number of the universities have tied into places like Dryden and Moosonee. I think there are discussions going on between the University of Ottawa and Sudbury, partly because Ottawa is looking to Sudbury as a source of medical undergraduates, particularly French-speaking undergraduates, who will go to Ottawa for training and then go back. The University of Ottawa, with our assistance, has been pushing very hard in the high schools in Sudbury to get people to go there with the view, hopefully, of going back to Sudbury.

**Mr. Chairman:** I make it 6 o'clock; we will now adjourn until Monday after question period.

The committee adjourned at 6 p.m.

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**Ministry of Health officials taking part:**

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 J. B. S. Rose, Assistant Deputy Minister, Administration and Health Insurance  
 Dr. A. E. LeBlanc, Director, Strategic Planning and Research Branch  
 Dr. B. Suttie, Assistant Deputy Minister, Community Health Services  
 R. Oss, Director, Human Resources Branch  
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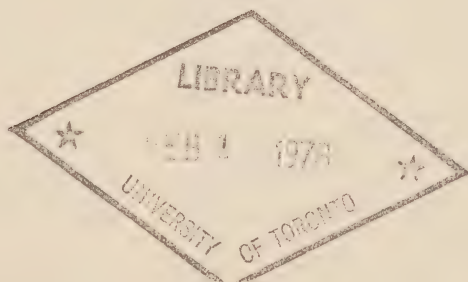
No. S-27

# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Estimates, Ministry of Health



**First Session, 31st Parliament**

Monday, November 21, 1977

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, Q.C.

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## LEGISLATURE OF ONTARIO

MONDAY, NOVEMBER 21, 1977

The committee met at 3:25 p.m.

### ESTIMATES, MINISTRY OF HEALTH (continued)

**Hon. Mr. Timbrell:** I have some answers to questions. Most of these relate to earlier votes but in order not to get behind in tabling answers or getting answers to members, if I may, even though they do relate to previous items of this vote, could I be allowed to read them into the record?

**Mr. Acting Chairman:** If you do so with dispatch.

**Hon. Mr. Timbrell:** With all due dispatch.  
[3:30]

The first had to do with our discussions last Wednesday regarding information services. The member for Parkdale (Mr. Duksza) expressed interest in the subject of communications between the Ministry of Health and the various ethnic communities throughout the province. Specifically Mr. Duksza wished to know which ethnic publications are used by the ministry and what levels of translation services are available within the hospital system.

First the ministry utilizes 93 individual ethnic publications in 29 different languages. Of these, 50 are daily or weekly publications in 20 languages, 20 are published semi-monthly in 12 languages and 23 are monthly publications in 15 languages.

The list is quite extensive; I don't know whether you want me to read it into the record—in fact, some of them I couldn't read into the record, quite honestly. So perhaps if I leave a copy with the Hansard reporter, will it get into Hansard so that the list is there? (See appendix, page S-753.)

I also have a sample of the kind of advertisement other than the basic "How to enrol in OHIP" type that have been placed in the previously mentioned ethnic publications. This particular advertisement is related to the subject of immunization. I will leave that, and a copy of the list, for Mr. Duksza with his colleagues who are here. Mr. Warner, could you see that that gets to Mr. Duksza?

Secondly, as I indicated on Wednesday, a preliminary survey has been conducted at the Queen Street Mental Health Centre to

determine how many staff speak languages other than English. The results of this survey are as follows:

"a. Eleven doctors speak eight languages other than English.

b. Thirty-nine nurses speak 17 languages other than English.

c. The languages spoken include: Arabic, Chinese (both Mandarin and Cantonese), Czech, Danish, Dutch, Estonian, Flemish, French, German, Hindustani, Hungarian, Italian, Latvian, Filipino, Polish, Russian, Spanish, Tagalog, Ukrainian, and Yiddish, for a total of 20 languages. It would appear that most patients can be assisted in their native tongue when necessary at the Queen Street Mental Health Centre."

In addition, we have a survey under way at Lakeshore Psychiatric Hospital, as I indicated last week, and although the final totals including nursing staff are not yet in, we do know that 15 of the doctors at Lakeshore speak 10 languages other than English. Finally, as I indicated on Wednesday, we will be undertaking similar surveys in public and psychiatric facilities within the next few months.

The second question was raised by the hon. member for Windsor-Walkerville (Mr. B. Newman). Again, last Wednesday, Mr. B. Newman made a statement in connection with Reyes syndrome as follows, and I quote:

"There was a family in my riding in which the young had passed away as a result of that disease and the mother has been writing your ministry that it be one of the notifiable diseases, because she claims that a lot of other causes of health are not identified as Reyes syndrome and possibly should be identified as Reyes syndrome. Could your ministry inform me concerning Reyes syndrome and why you would not consider it a notifiable disease."

Mr. Newman has implied by this question that the Ministry of Health has not replied to the family's inquiry. This is clearly not the case. The ministry received a letter from the family involved dated February 3, 1977. I personally responded to the inquiry on March 16, 1977, as follows—I may quote from my letter to this lady whose name I don't think



I need read into the record for her own anonymity.

"This will acknowledge your letter of February 3 addressed to the Hon. F. S. Miller, formerly Minister of Health. The Communicable Disease Center at Atlanta, Georgia, is mounting a North American study into Reyes syndrome. The Ministry of Health is participating in this study in collaboration with Health and Welfare Canada. This will be a well-coordinated continental study.

"Should Dr. Gall and Dr. Lloyd wish to attend a symposium on Reyes syndrome, they could inquire about funding through the research institutions with which they are associated.

"Reyes syndrome is not, at present, a reportable disease in Ontario. A task force on the designation of reportable diseases was established last September and its report is expected soon. I anticipate a recommendation that Reyes syndrome be designated as a reportable disease."

I won't quote the rest of the letter. It has to do with OHIP expenses for that individual.

Mr. Newman made a subsequent inquiry on this matter on May 13, 1977. This correspondence was answered on June 1, 1977, indicating my ministry's intention to include Reyes syndrome as a reportable disease.

Finally, for the record, I should like to read the following statement: The term Reyes syndrome describes a serious medical condition affecting the brain and the liver. The causative agent is unknown but cases have been associated with chicken pox, influenza, virus infections and acute viral gastroenteritis. There has also been a suggestion, not scientifically accepted, that the syndrome is associated with certain substances used as vehicles for the dissemination of a pesticide. The development of the syndrome occurs mainly in young people and proves fatal in about 30 per cent of cases, even when intensive supportive therapy has been given. This fatal outcome appears to depend on disorders of the ammonia level in the blood.

A task force concerned with communicable disease recently studied the diseases, infections and syndromes which should be reportable in Ontario. One of the task-force recommendations is that Reyes syndrome, although not truly, as far as we know, a communicable disease, should be reportable.

I have accepted this recommendation, and the regulation requiring reporting to the medical officer of health is now being drafted and will subsequently be passed. In addition, I have so informed the hon. member by a letter in the last couple of days.

The third question was raised by the member for Renfrew North (Mr. Conway) relating to the underserved areas program. Mr. Conway wanted to know the number and location of vacancies which exist for physicians and dentists. As I indicated in my opening statement last Monday, by the end of 1976-77 there were 275 physicians and 69 dentists in the underserved areas program. Services are being provided in 149 rural and isolated areas. As of November 1977, we had vacancies for 18 physicians and 30 dentists. The vacancies for physicians are distributed as follows:

In the northeastern region and the Algoma district, one at Blind River, one at Elliot Lake, one at Wawa; one at Mattawa in the Nipissing district; one at Iroquois Falls in the Cochrane district; one at Earleton in the Timiskaming district, one in Dryden and one in Ignace in the Kenora district and also one as of January 1978 in Red Lake; in the Rainy River district one in Emo; and in the Sudbury district one at Chapleau and two at Levack-Onaping Falls.

In southern Ontario, there is one in Russell county in the eastern region; in the central region there's one at Lansdowne in Leeds county; there will be one in January 1978 at MacTier in the Parry Sound district. In the western region there's one at Lion's Head in the county of Bruce and one in Washago in Simcoe county. There is one at Bobcaygeon and one at Cobocok, both in Victoria county. We have 18 vacancies and two more anticipated as of January.

As far as vacancies for dentists are concerned, we have one at each of the following: Atikokan, Balmerton, Red Lake, Blind River, Chapleau, Cochrane, Dubreuilville—a part-time position—Ear Falls, Geraldton, Hornepayne, Ignace, Kapuskasing, Little Current, Marathon, Manitowadge, Massey, Moosonee, Noelville, Pickle Lake, Whitney—a part-time position—and White River, also a part-time position. In southern Ontario, we have Barry's Bay, Killaloe, Calabogie—a part-time position—Havelock, Lucknow, MacTier—another part-time position, Maxville, Paisley—Chesley, Port Rowan, Thamesville and Warkworth. In all of those, there is one position in each unless I have indicated otherwise as part-time. That's 25 full-time and five part-time positions vacant at the present time.

**Mr. Ruston:** Did I hear Thamesville?

**Hon. Mr. Timbrell:** For a dentist, yes. In addition, Mr. Conway expressed concern at the circumstances in Whitney where there would appear to be a need for a small med-

ical facility. Specifically, Mr. Conway asked if it was possible that the Ministry of Health could become involved in the financing of such a facility in connection with the underserved areas program.

On June 1, 1972, Dr. G. J. Pelletier went there on our program. He bought from the community the old Red Cross Hospital and converted it into a house and office combined. This doctor did a good job. Unfortunately, for health reasons he had to withdraw from the program on August 1, 1975. On the same date, August 1, 1975, Dr. David Lloyd went to Whitney on our program. Dr. Lloyd rents from Dr. Pelletier the house and office mentioned above.

In our program it is the responsibility of the municipality to see that adequate housing and clinic facilities are available at a reasonable rent. The community did not provide accommodation for Dr. Pelletier. He did this at his own considerable expense. Since leaving the community, Dr. Pelletier has been trying to sell his house and office combined either to the community or Dr. Lloyd or perhaps, to anybody else who would purchase it. The council has been in receipt of correspondence from Dr. Pelletier indicating that he would take \$60,000 for this facility.

The present lease that Dr. Pelletier has with Dr. Lloyd will expire in 1978. Dr. Pelletier has had, we understand, several offers for his facility and will likely sell it when the lease expires.

In his capacity as principal program adviser of the underserved areas program, Dr. Copeman had been to Whitney twice and had representatives from the communities several times and had telephone conversations with representatives of the community regarding the provision of an adequate facility.

The economic outlook for Whitney is that it will probably not change very much. The council feels the community cannot afford either to buy Dr. Pelletier's home and office or to build a new medical centre. Consequently, a private group has been formed which now comprises 19 members with one representative from each organization in the community. The chairperson is Mrs. Ethel Mochulla.

This committee has raised \$15,000 and has applied for a Canada Works grant in the amount of \$38,000 and some grants from private benevolent organizations. The committee has also solicited funds by mail from everyone in the area.

Under present legislation there is no provision for funds from the Ministry of Health to municipalities to build facilities for the

private practice of medicine. Over 80 communities in our underserved areas program, through community organization and initiative, have built appropriate health centres ranging in value from \$50,000 to \$350,000. In none of these has the Ministry of Health put any money.

The Ministry of Health has become involved in providing a facility only in unorganized municipalities such as Armstrong and Pickerel Lake, which was unorganized in our initial involvement.

In our program we endeavour to establish doctors in groups of two or more with one or more dentists and other allied health personnel as the local situation will justify. However, in a municipality such as Whitney with a population of 907 and little, if any, likelihood of expansion, the community must not be encouraged to build too large a facility. Practical consideration would suggest this community will support only one doctor. A dentist did try going there on a part-time basis, but this was not a success.

It is imperative in a community such as Whitney that all the money be raised before construction commences. This committee has made multiple approaches to the Ministry of Health and, I suspect, to other ministries requesting financial assistance.

Just as a point of interest, Dr. Copeman advised me that at a meeting in March one member of the group was a physiotherapist who indicated he would like to open a part-time practice in the new facility when ready.

Finally, there was the question raised, I think by the member for Sudbury (Mr. Germa) on OHIP subrogation. In connection with our discussions last Wednesday on item 10, administration and health insurance, Mr. Germa expressed some concern with the operation of the subrogation section of OHIP. Mr. Germa quoted from chapter 19 of the 1977 insurance industry report which was prepared by the select committee on company law and I repeat that quote:

"The committee found that one of the methods that had been adopted by the OHIP subrogation section for finding out about motor accident injury cases was to obtain the co-operation of lawyers, and they agreed that lawyers would be entitled to a collection fee if they were the first parties to notify OHIP. As a result of this policy, OHIP pays out approximately \$50,000 per month to lawyers."

That is from page 53 of the report. In actual fact, we do not pay lawyers a "finder's fee" for notifying OHIP of a pending claim. Under section 36 of the Health Insurance Act there is a statutory obligation on the legal profession to include the interests of the



plan in any action commenced on negligence. Representation of the plan's subrogated interest forms an integral part of this civil litigation procedure.

It has been the practice to have the legal fees prorated on the basis of the portion that OHIP's share pays to the whole recovery, and for OHIP to pay that prorated amount. Under no circumstances is it our practice to pay the legal profession other than these amounts and we most certainly do not pay them a "finder's fee" as suggested in the select committee's report. We can only think that there was a misunderstanding over comments that had been made in the select committee.

I will have more to say about the precise amounts of legal fees paid in a moment.

With respect to the comments on the subrogation section, the procedures underwent a major change in October 1976. Accordingly, the section now receives daily copies of microfilm from the Ministry of Transportation and Communications, listing all accidents within the province. Prior to the implementation of this procedure the plan had to rely heavily on the insurance industry for accident reports. However, only about 37 per cent of all accident cases reportable to the plan were being reported by the insurance industry.

Since the implementation of the revised procedures, the number of files opened has increased substantially and every performance indicator for the subrogation section indicates increased productivity and lower unit costs. For example, 24,000 files were opened during the 1976-77 fiscal year. From April 1 to October 31 of this year, 20,000 files have been opened and a total of 34,286 is estimated for the entire 1977-78 fiscal year.

[3:45]

Similarly, since the implementation of the revised procedures which necessitated the addition of 11 staff, administrative costs have remained constant at six per cent of total recoveries. When costs are related to unit output, we find significant reductions in all areas.

During 1976-77, a total of \$733,000 was paid in legal fees. During the same period, 21,000 files were closed for a legal-cost-to-closed-file ratio of \$34.90. From April 1 to October 31, 1977, legal fees have amounted to \$466,000 and 16,200 files have been closed for a legal-cost-to-closed-file relationship of \$28.77, an 18 per cent reduction in the cost ratio. All estimates of legal fees in activity level to the end of the fiscal year indicated this reduction will be held.

If one looks at total cost-to-closed-file rela-

tionships, the increase in efficiency is equally obvious. In 1976-77, we had administrative costs in this area of \$751,103 and legal fees of \$733,000, for a total cost of \$1,484,103, 21,000 closed files, so the total cost-to-closed-file relationship was \$70.67.

The projection for 1977-78 is for a total cost-to-closed-file relationship of \$61.15 or a 13 per cent reduction. Comparing the two years, in 1976-77 our total collections were \$11,993,000. Our estimated collection for 1977-78, based on the present trend, is \$15 million, a 25 per cent increase, and the estimates are based on the actual figures from April 1 to October 31 of this year.

All of these measures indicate significant improvement in the efficiency, the effectiveness and the unit cost of our subrogation section.

In addition, Mr. Germa quoted the select committee's report as follows, and I am quoting again from page 154 of the report: "Lawyers advise the committee that OHIP is often willing to forget about a collection, even where a significant amount is involved."

I must maintain most firmly that this statement is not in accordance with present or past procedures. On occasion, however, it is necessary for OHIP to forgo a claim even where a significant amount is involved because of the 1974 decision of the Supreme Court of Canada in *Lederman versus OHSC* where it was a decision of the court that the prorating provision would not apply in cases where funds were insufficient to meet the personal loss of the injured plaintiff.

Finally, Mr. Germa wished to know my ministry's position with regard to the select committee's recommendations. I can tell you that I discussed the committee's recommendations some time ago with the Hon. Sidney Handleman, then Minister of Consumer and Commercial Relations. Since that time, discussions between our ministries have been continuing at the staff level, and the select committee's recommendations are being considered in detail. I expect to be in a position to announce proposals within the next few months.

I think that covers all the outstanding answers that I had agreed to—

**Mr. Acting Chairman:** Before we go on, I want to draw to the committee's attention that as of this moment we have used up nine hours of the 20 on vote 3101. Of course it's at the committee's discretion to use as much time as they want on each vote, but I just draw that to your attention.

**Hon. Mr. Timbrell:** We should have gone with your original proposal.

**Mr. Acting Chairman:** It's considerably in



excess of the roughly one-third which I think you wanted to adhere to as far as you could. Are there questions with respect to the minister's response?

**Mr. Ruston:** I have one, Mr. Chairman. You will recall, Mr. Minister, last week where your people were meeting with the OHIP office group in Windsor. I understood that you had some report on how you made out with regard to negotiations with those awaiting transfer.

**Hon. Mr. Timbrell:** We are waiting for the confirmation this week, but as of the meetings last week, 15 staff have indicated that they want to move to London or are prepared to move to London, let's put it that way, three of the management staff have indicated that they are prepared to move, but final confirmations are expected this week so that number may go up. That's as of the meetings—

**Mr. Ruston:** Or down.

**Hon. Mr. Timbrell:** Wednesday and Thursday in Windsor.

**Mr. Cooke:** Mr. Chairman, if I could just make a comment on that. I was talking to union members as late as yesterday afternoon and I can tell you that those are very very close to the final figures. They have talked to their union members and there won't be any more than 16 or 17 people moving. I'd like to point out last week that's exactly what I said would happen. I think when you were estimating your savings you didn't budget on even 27 people moving. You knew there wouldn't be 27 employees taking the jobs that were being offered.

**Hon. Mr. Timbrell:** With respect, I think maybe I have a greater respect for the truth or the facts on this thing. Last week I acknowledged if all 27 were to move we were looking at moving costs probably in the order of \$1,000 a piece—that was the estimate—which would obviously effect a saving for the balance of this year but would not in any way affect the estimates for future years.

**Mr. Cooke:** The point I'm making is that last week when one of the members of your staff was responding to one of my questions he said he felt 27 employees would move to London. At that time, I said that offering those jobs was just a way to pacify the staff members in the community. I think my comments bear the truth at this point.

**Hon. Mr. Timbrell:** I'll check Hansard but I don't recall any of my staff saying they anticipated all 27 to move. The point was that 27 positions were being offered to the more senior staff. We can check Hansard

and then maybe you'll apologize or I'll apologize.

**Mr. Ruston:** I would imagine from the calculations I received, it's not going to be that high. However, we'll wait and see.

**Hon. Mr. Timbrell:** These were as of last Wednesday or Thursday. We'll find out again this week.

**Mr. Ruston:** Yesterday was the latest contact I've had with some and there appeared to be nine or 10. However, that may change.

**Mr. Conway:** Without wanting to take too much time, in reference to the answer, which I appreciate, with respect to the under-served areas program and how it impinges upon that one community in my area, I would once again like to reinforce my point. In this particular instance, the government has an added responsibility. I cannot speak to a province-wide discussion in that respect, but I can say in this particular regard that this is a community where, in terms of health care and pressures on the health care system, an awful lot of those pressures derive directly from operations of the Ontario government.

In many respects, from my own experience in that area, they are almost crisis-oriented in the summer because of the accident potential of the recreational community. I can appreciate what the minister has said but, further to that, I would say in communities like that there is a very minimal potential for fund-raising because it simply does not exist. More importantly, the Ministry of Natural Resources, since it generates an awful lot of the activity and then calls upon the resources of the community as a result of its activity with the park, could be coerced—perhaps that's too strong a word—

**Hon. Mr. Timbrell:** I don't think they have any legal authority.

**Mr. Conway:** They probably don't and in this case it brings us back to the Ministry of Health. My main point is that the government is a major activity-oriented party in that area. Algonquin Provincial Park, as everyone knows, is a major tourist and recreational centre. I've been in that community on Saturday nights in July and August when there were literally thousands of people in the area and it seems to me the health care delivery system could be improved.

I realize the constraints but I thought in this particular instance there might be justification for the ministry directly providing some assistance since the responsibility is largely the government's because of government activity in the area and also paying attention to the fact that the 1,100 souls in the area are not financially able.

**Hon. Mr. Timbrell:** What is the percentage of the people in that town employed by the government? The population is 907.

**Mr. Conway:** I would say it's seasonal because it's Natural Resources activity. I would be guessing but I would say that at times and in places in the summer it would be well over 50 per cent.

**Hon. Mr. Timbrell:** The 907 is the constant figure. What is the percentage of the constant population in the town of Whitney?

**Mr. Conway:** A lot of that employment is purely seasonal anyway, regardless of the 907 who are there. The maximum season is the summer. I would guess of the wage-earning category it would be very close to 50 per cent. It's a very substantial proportion at any rate.

**Hon. Mr. Timbrell:** I suspect that that's true in some other towns in northern Ontario. Unfortunately I have to come back to the fact that I am constrained in that there is no law that allows me to do that. In fact, in other communities around the province, some larger, some smaller than Whitney, they have raised the funds through a variety of local efforts, just as I suppose they would in similar communities for purposes of arenas and community centres.

**Mr. Conway:** I guess it also comes back to public perception. There is a small community that sees the government move in 16 years ago—I think I'm accurate in saying that; 1960, 1961 or 1962—and providing a liquor store. As I said on Wednesday or whenever it was last week, no one, least of all myself, would suggest for a moment that's not a useful outlet.

**Hon. Mr. Timbrell:** Would you like us to convert its use?

**Mr. Conway:** Not at all. I would be the last one to force my temperance ethics on anyone else. But the thing is that from the government's point of view, and it came out in some of the debate that we had some days ago about general policy, a small community faced with large government activity has no difficulty getting a liquor store. But to get a medical facility to serve a very great seasonal population that is attracted because of the park seems to be almost impossible.

**Hon. Mr. Timbrell:** The medical facility wouldn't be there because of the park. The reason it's designated to the under-served areas program is that it is 907 people who couldn't otherwise attract a physician on anything other than support under the under-served areas program.

**Mr. Conway:** In the strictest sense of the term there is no question that that's true. But all I'm saying to you is that I think the government must surely acknowledge a special responsibility for such services as health care delivery in this area because of the fact that it has a major commitment in terms of that provincial park. That's the point I'm making.

I think it's that involvement of the government that gives this ministry, I would think, something of an added responsibility in supplying medical services to that area.

**Hon. Mr. Timbrell:** In point of fact, to pursue your argument, the ministry that is responsible for the government employees' health services is the Ministry of Government Services. If that's your argument—

**Mr. Conway:** I'm not saying that. I'm saying that as far as the government's responsibility is concerned, it's a general one. There are thousands of people there in the summer because there's a major provincial government activity, i.e., Algonquin Provincial Park. That being the case, I think it is reasonable to assume that there should be some kind of effort, maybe additional effort, in the program that we're speaking of now to provide that particular community with the facilities that will be required to service the population that is there, seasonal as it is, because of the provincial government activity, namely, Algonquin Park.

**Hon. Mr. Timbrell:** Yes.

**Mr. Conway:** I don't want to belabour the point. I'm just saying that I think that situation is, in my mind, different from many others, even in our own area, because there is such a provincial government involvement. We have many major federal agencies in the area and in some ways they accept additional responsibility where they are the major economic activity.

I speak, for example, of the atomic energy situation at Chalk River. There are some minor arrangements made with respect to their participation in that area. I don't want to get too deeply involved in that. I just make the point. I appreciate your answer and we'll continue to plug away.

**Hon. Mr. Timbrell:** Yes. You might talk to MGS.

**Mr. Acting Chairman:** Shall we proceed with the question period?

On vote 3101, ministry administration and health insurance program; item 11, health insurance:

**Mr. Conway:** I have some general questions I'd like to raise with the minister. I'll make sure I'm in order here. Is it under this vote



that we can discuss the government-doctor committee on fee scheduling, et cetera?

**Mr. Acting Chairman:** Yes.

**Mr. Conway:** Just as an introductory question, what's the status of those negotiations at present?

[4:00]

**Hon. Mr. Timbrell:** They've had two or three meetings, and the OMA, as you know—I guess it was at the fall session of the OMA council—asked for a meeting with the Premier (Mr. Davis), the Treasurer (Mr. McKeough) and myself to advance the notion of injecting an additional stage to the process, namely, that of arbitration. That meeting will be held in the very near future, following which I anticipate they'll get under way again with their meetings.

**Mr. Conway:** Do you as a minister or does your deputy minister as well accept the arguments put, and vociferously put, by recent OMA executive types that the income situation under OHIP has placed Ontario's physicians in very much a losing position relative to the rest of the economy, and that this is responsible for the growing exodus of physicians from this province elsewhere and is producing a very poor and low morale in the medical community in Ontario, which can only be remedied by a substantial increase quite beyond anything that's presently being discussed publicly in Ontario to bring the physicians in this province and under this system up to what is deemed by the OMA as an acceptable rate?

**Hon. Mr. Timbrell:** First of all, that's one of the major points of their bargaining position. I don't know that I want to commit the government completely one way or another in response to that here, since we're supposed to be negotiating with them and that's part of their argument for higher fees to make us hop. It might be worth reading into the record some of the figures from the AIB that have to do with percentage changes in net incomes of professional practitioners by category. This was the annual report of the AIB. Architects are up 3.4 per cent; chiropractors, 6.8; consultants, 10.2; dentists, 17.3; engineers, 1.8; lawyers, 8.9; physicians, 5.5; optometrists, 9.3; accountants, 9.9; and veterinarians, 5.9. All professions are up 9.1.

These are obviously figures the OMA has. They have been out for some time and they've done some of their own studies, some of which they've told us about, and others which we haven't seen or may have seen otherwise. This includes physicians who don't adhere to the provincial fee schedule. It's running

around nine per cent for opt-out physicians. It definitely makes the point that we include our own salaried physicians, and that's a much smaller number.

The next table in the AIB annual report had to do with the provincial medical payment schedules, increases approved by the board. In Newfoundland the percentage increase in 1976-77 was 7.5. They hadn't received any for 1977-78. In PEI it was 7.82 in 1976-77 and 6.4 in 1977-78. Nova Scotia was 8.11 in 1976-77 and 4.0 in 1977-78. New Brunswick was 7.78 in 1976-77 and 6.3 in 1977-78. Ontario was 8.1 in 1976-77 and 6.5 in 1977-78. Quebec has two rates. In 1976-77 there was an 11.7 increase for general practitioners and 6.2 this year. For specialists in 1976-77 there was a 17.5 increase and nothing this year. Manitoba had a 9.15 increase in 1976-77, and 6.8 in 1977-78. Saskatchewan was 7.44 in 1976-77 and 6.9 this year. Alberta had 9 and 7 respectively. BC had 8.16. Figures for 1977-78 weren't in when this came out.

I understand the argument and it's certainly one I've heard often enough. As I say, I don't know whether I want right now to try to refute it or embrace it with open arms. Otherwise there is probably no point in negotiation. It's one of the mainstay arguments of their bargaining position.

**Mr. Conway:** All right. Not wanting to place you in undue difficulty, I can well imagine that those negotiations—

**Hon. Mr. Timbrell:** You can save the committee a lot of time probably, but I don't know whether it would help the end result.

**Mr. Conway:** Exactly. Well, I like to think that to some minor degree we might be relevant in this process, although sometimes I wonder if we are or not.

**Hon. Mr. Timbrell:** No comment.

**Mr. Conway:** What kind of general position will you be taking to the other side in this debate? Obviously, at least from my limited contact with the medical profession in this province, there is a deep and deepening sense of unhappiness, of frustration, and the like about remuneration, and there's no quibbling about that. I'm wondering in general terms what are you prepared to take to the negotiations that you could perhaps share with us now that would not—

**Hon. Mr. Timbrell:** I think part of the answer lies not so much in these negotiations but in what is going on between the government and the profession through the joint committee chaired by Mr. Taylor of London which is looking at the cost of health care and also trying to pinpoint some general



themes on how we can relieve some of that concern.

We have all read some of these statistics—most of which I think are inflated—on the number of physicians leaving the country because of income. I think it has to be restated that if the sole reason or the overriding reason for going to a place like Texas or Arizona or wherever relates to the question of income, then, as you know, we can't really compete.

On fee schedules, first of all there generally aren't universal ones even within a state or for that matter between states. There's no state income tax. The federal tax is lower and more things are deductible such as home mortgage interest. The doctor-patient ratio in Texas is something like one to 1,300 so that it doesn't take very long and is certainly not very difficult to establish a pretty large practice quickly.

I'm just saying that on those grounds we can't compete with those areas and obviously your party or any of the parties or the public are not going to say, "Let's hike the fee schedule by 50 or 60 per cent to try to compete with those jurisdictions." It can't be done.

I think the fact that we have agreed to the establishment of this committee under Mr. Taylor, which has been functioning now for a number of months and which is not going to be one that will go on for years—I anticipate having something from that committee early in the year—

**Mr. Acting Chairman:** Excuse me, Mr. Minister. Gentlemen, would you keep your conversation down please? We can't hear the minister.

**Hon. Mr. Timbrell:** Thank you. I think that indicates a sincere interest on the part of the government in trying to resolve areas of difference.

For instance, one of the other arguments that's been advanced is this business of bureaucratic harassment. I made a general call, not to the entire profession, but certainly to the OMA itself with whom I meet once a month, to bring to our attention whenever possible circumstances which they consider to be bureaucratic harassment. If, in fact, we are being unduly bureaucratic, then we'll make the changes. If not, we'll at least explain what we're doing or why.

**Mr. Conway:** On that very point, one of the things that comes to mind from a recent series of press clippings, some of which I have in front of me, and from my own contact with OMA members is this often-heard and many-times-repeated allegation about op-

pressive bureaucracy on the system. I'm interested to hear what you just said about your challenge, so to speak, to the profession. What, if any, have their responses been? Have they been able to identify—

**Hon. Mr. Timbrell:** We've had seven letters, and I made the statement three weeks ago.

**Mr. Conway:** Just as a matter of interest, can you tell me now or perhaps later whether or not in the five years of the consolidated program, OHIP, January 1, 1972, has the ratio between health care professionals—let's say physicians particularly; opted-in physicians and so-called bureaucrats within this system—lessened or widened?

**Hon. Mr. Timbrell:** If you recall, last week I pointed out that over the last five years the average annual increase in the number of claims processed by OHIP has gone up seven per cent. Over the same period the average number of staff in OHIP has gone down by seven per cent. That's an annual average over those years. As far as the number of practitioners is concerned—

**Mr. Conway:** I'd like those figures, if I could, just for comparison purposes.

**Hon. Mr. Timbrell:** In 1973, we started out with 12,133 doctors on the regular register. In 1974, we started with 12,641. In the following year, 1975, we started out with 13,177; 1976, 13,729; and projected for 1977, 14,134; and for 1978, 14,520. You can see there has been a steady growth in the number of physicians in the province.

There was one claim at the time—you may have that clipping there—by a physician talking about there being 22,000 OHIP staff regulating 8,000 doctors, or something like that. I have just given you the number of physicians. The total number of staff spread among the district and sub-offices as well as head office of OHIP is about 2,200.

**Mr. Conway:** The figures, then, are approximately 13,000 to 14,000 to—

**Hon. Mr. Timbrell:** Seven to one. The other way it was more like three to one.

**Mr. Conway:** What figures, if any, have you got to indicate what is happening to the number of opted-out physicians? Is there any increase there?

**Hon. Mr. Timbrell:** I believe it is relatively constant—

**Dr. Gold:** It is getting smaller.

**Mr. Rose:** Eleven down to about nine per cent in the last year.

**Mr. Conway:** So the percentage of opted-out physicians is, in fact, decreasing.

One of the problems, obviously, in this

whole matter is the question of supply. Everyone realizes that if there are so many dollars in the pot in terms of remuneration it is going to relate to some degree on how many actual practitioners there are in the system.

I was intrigued by a comment attributed to you in one of the papers. I saw it in the Ottawa paper, probably about the end of October, where I think you were speaking to a group in Ottawa and a suggestion was made, or attributed to you at any rate, that, in fact, some clamps might have to be put on any wholesale or major immigration of doctors from Quebec into Ontario.

What, in fact, did you say on that occasion? Could you clarify your statement?

**Hon. Mr. Timbrell:** I made a point of order or privilege in the House a day or two later on that. What I was talking about was the fact that in June, when the federal minister and the 10 provincial ministers of health met in Ottawa, one of the subjects under discussion at the time was that of the supply of physicians, and the fact that as a nation we are facing a significant oversupply situation going into the 1980s. What was agreed at the time was simply that yes, there is a problem and we are going to have to talk more about it, which unfortunately tends to be the tenor of so many things that come out of federal-provincial conferences. But that was all that was agreed.

In a separate comment, when one reporter asked me about the future Ontario situation—I guess it was just the day before I made the statement in the House about the attrition rate and trying to set the record straight as to actual numbers—I said one of the areas from which we can expect to receive a lot of physicians is Quebec, since the government there has committed itself to putting most, if not all, physicians on salary by 1980. Indications are that a great many physicians will come here.

[4:15]

I did not say and I did not mean to imply that we would consider, nor would any province, any interprovincial immigration controls. That was the other thing during the course of the questioning—the fact that Ontario had urged the federal government, and the federal government had finally agreed a couple of years ago to put the clamps on foreign immigration of physicians into the country. That also came up. It was a series of things. As I recall reading the article—I think it was in the *Globe and Mail* that I saw it—it was a series of matters which were separate answers to separate questions, but which had been muddled together in one paragraph and from which somebody in the

copy room had written a headline which certainly did not reflect the intention of any of my answers to any of those questions.

**Mr. Conway:** You say there are indications, before you now I presume, that the government of Quebec's policy is to put its physicians on more or less of a salary. What specific indications do you have? Could you share them with us as to the sort of exodus from Quebec into Ontario that might result?

**Hon. Mr. Timbrell:** At this point it's just a matter of gut feeling on our part as well as any of the people I've spoken to in the profession here. You get around talking to doctors and one hears about more inquiries coming, but we won't really know until 1980. I recently met a senior official of one of the health disciplines in Quebec. I don't want to identify him too closely. He indicated the hospital with which he's associated in Montreal is now at the point where it's getting pretty desperate because of all the specialists it is losing either to Ontario or to the United States because of this policy of the Quebec government.

But that's their decision. I'm not trying to criticize that. I indicated months ago that it's not a policy I would recommend for Ontario, but they've made the decision and it's going to have an implication for Ontario for future manpower planning. I'm sure we are going to receive a great many.

There is a hospital here in Toronto which has as its new head of emergency services a ninth generation Quebecker and I suspect that's part of the reason he's come here. We'll be seeing more of that.

**Mr. Conway:** Just one final point if I could, Mr. Chairman. Changing from the topic of doctors leaving Quebec to doctors leaving Ontario, and the whole question of manpower planning, what is your comment about the recent debate, outside of the figures which you tabled in the House not so very long ago, when you made reference to the fact that specialists were leaving Quebec? At least I interpret that that's what you said.

**Hon. Mr. Timbrell:** I think it will be both.

**Mr. Conway:** Obviously.

**Hon. Mr. Timbrell:** I was reporting a comment made to me by this senior official of the health discipline in Quebec.

**Mr. Conway:** One of the things we hear, unsupported I suppose, other than by just general comment, is of the exodus in terms of Ontario doctors leaving to go elsewhere, particularly to the United States. One of the things deemed to be most serious about that condition is that we are allegedly losing some of our most highly trained specialists



whom we can, in many respects, ill afford to lose.

Have you got any further breakdown as to who, in fact, is leaving and is there any way of finding out? One of the things that has been brought to my attention, again not supported by anything other than general comment, is the fact that it's bad enough to lose physicians who have grown up here and want to stay here and to practice here. What is more serious, if in fact you can put it that way, is that we're losing some very skilled specialists we'll find it very difficult to replace.

**Hon. Mr. Timbrell:** There is only one way you could do that—through the year-end review of the registrar of the College of Physicians and Surgeons—and it's not that easy. Some of them just simply note a change of address and don't indicate where they've gone. It could be Manitoba, or it could be Quebec, or south, or out of the country, or off the continent.

**Mr. Conway:** A final point on that. Surely one of the things that you people hear—I've been hearing it all the time—is that in this concern raised by many people, including the member for Wellington-Peel-Dufferin (Mr. Johnson), about the exodus of doctors, there is also the comment that we've got more doctors than we really need. In fact, the oversupply situation is getting worse instead of better and we could profit by a certain drain-off.

You may in fact not be hearing that. I've certainly heard it on many occasions. We've seen that in nursing, at least in the short term, not so very long ago, and I presume that to some extent it is still continuing. There is a question I'd like to ask from the point of view of manpower planning within this particular vote, and I hope I'm not too far off the topic when I ask this.

**Hon. Mr. Timbrell:** You're away off, but that's all right.

**Mr. Conway:** What are you doing about the cost, to speak very crudely in this particular area, of exporting such very skilled training physicians and people to other jurisdictions? It seems very serious. Surely we've got to have more of an attitude than that.

**Hon. Mr. Timbrell:** Before I answer that specifically I would ask you to remember that we've also imported a lot of people who are contributing to the health care system, whose education was paid for by other jurisdictions—notably, the United Kingdom, Italy, Greece and so forth. That's a sort of mug's argument that will get us nowhere. But we have established a medical manpower advisory commit-

tee made up of representatives of the faculties, the profession and so forth. Recently, the Minister of Colleges and Universities (Mr. Parrott) and I had a meeting with representatives of the health sciences complexes. We meet again in the spring, March or April, I think. We're going to have to discuss it with the faculties, but I certainly don't anticipate, at this point at least, we could make arbitrary decisions about this. It's going to have to be a process that will involve the profession, the teachers as it were, and the universities as well as the government in projecting reasonable actual requirements, then take whatever steps that fall out of that.

**Mr. Leluk:** Mr. Chairman, I'd be interested in asking the minister whether his staff have conducted any type of evaluation on the effect of the reduction in highway speeds and the use of seatbelts on the overall hospital costs and the number of lives saved with respect to automobile accidents? Has this type of evaluation been conducted?

**Hon. Mr. Timbrell:** I haven't got a complete report here. I haven't got the actual numbers.

**Mr. Cooke:** Does it relate to OHIP?

**Hon. Mr. Timbrell:** Yes, it relates to OHIP. Every injury diminished in severity and every life saved cuts down the OHIP costs.

**Mr. Warner:** It doesn't cut down premiums.

**Hon. Mr. Timbrell:** We did receive a report on the effects of compulsory seat-belt legislation and the reduction of the speed limits earlier this year. That report indicated a saving to the health care system of about \$1 million as a result. It also indicated a reduction in accidents, lives lost and severity of injuries. I think this was also covered, if I remember correctly, in the figures of the Minister of Transportation and Communications (Mr. Snow). He had some figures which he released which related to the number of accidents.

I should point out, though, that this was an interim report which was based on comparing only the first three months of 1975 to the first three months of 1976 so there was a fair bit of extrapolation and estimation. Apparently the use of seatbelts, so we've been told, has declined since then so some of the information in the report is probably outdated. We do expect a more complete and updated report to be ready in January, at which time it will either be released or tabled in the House, but in one way or another it will be made public. That will cover the two years, 1975 and 1976, so it



should be more of a guide than the previous estimates that we've had.

I don't know if we've got copies here, but there are copies available and you're welcome to one if you want. I don't know whether we have any with us. If you like we can get you one.

**Mr. Acting Chairman:** Mr. Duksza, do you or any of your colleagues have a question on item 11?

**Mr. Duksza:** No.

**Mr. Mancini:** I want to go back to the Windsor OHIP matter. I was unable to get on the floor the other day when this matter was being discussed. I would ask the minister, first of all, to recall the question I put to him in the House. I asked him to table some information. When he has time, he can check Hansard to see if he can.

**Hon. Mr. Timbrell:** I think I covered all of that here on Wednesday, so perhaps if you wouldn't mind taking that Hansard and seeing if there are any points that I have missed, I think I covered it all.

**Mr. Mancini:** We have already gone over this question several times, but I want to say to the minister, Essex county is not as directly affected as Windsor as far as job loss is concerned, although we do have a few people in my riding who are going to lose their jobs because of the closing of the Windsor OHIP offices. The fact that my constituents were part of the founding organization that started the Windsor Medical and they have seen their efforts go down the drain because of the minister's action, I wonder if you can restate to the committee, if you already have stated, why you didn't share the loss of jobs with other communities.

**Hon. Mr. Timbrell:** I read into the record last week figures relating to the efficiencies of the various offices. I indicated that the goal, generally speaking, has been to bring our district offices where the claims are processed up to the range of 600,000 to 700,000 claims per month.

The Windsor office has been running, if I remember, at something like 170,000 per month. I'll check my figures again—yes, about 170,000. London has been running 425,000 per month. The combined operation will then be close to the lower end of the range which we have been striving after for efficiency's sake.

I don't think you want me to repeat all of them, but let me go into the business of out-of-province claims, for instance. One of the arguments advanced by one of the other members from the Windsor area was that

Windsor processes a lot of out-of-province claims, namely from the States. In point of fact, the proportion of claims processed in Windsor that are out-of-province is the lowest in the province. The office in Toronto is almost three times as high in terms of proportion of total claims processed. But, as I say, I don't think you want me to give you all the material again.

**Mr. Mancini:** Could I ask you why your ministry officials took away the Kent and Lambton claims from the Windsor OHIP office?

**Hon. Mr. Timbrell:** They have never been there.

**Mr. Mancini:** They have never been there?

**Hon. Mr. Timbrell:** No, they have never been there.

**Mr. Mancini:** Myself and my colleagues in the Legislature from the Essex and Windsor area were at a meeting with several doctors in Windsor over the weekend and I believe that they stated that the Lambton and Kent areas were taken away.

**Hon. Mr. Timbrell:** The Windsor office has never had them.

**Mr. Mancini:** I see.

**Mr. Cooke:** That is what they told us.

**Mr. Ruston:** It might have been through the Windsor Medical. They serve Kent and Lambton. They certainly would have been involved in them at that time. But are you saying that in 1969 when you took over there were no claims sent from Kent and Lambton to the Windsor area?

**Mr. Buchanan:** In 1972, the division offices were set up. The London office was set up in 1972 along with the other district offices, and at that time the division was made and Windsor was left with just the Windsor city area.

**Mr. Cooke:** What about his question? What about in 1969?

**Mr. Buchanan:** In 1969 there were only two offices in OHSIP—just the WMS office and the central office in Toronto.

**Mr. Mancini:** Have you taken into consideration in your cost-savings the amount it will cost for telephone service back and forth as far as doctors and other officials are concerned? And what is that cost?

[4:30]

**Hon. Mr. Timbrell:** First of all, don't forget that the five-person unit being left in Windsor is to answer inquiries and subscribers as well as the practitioners.

**Mr. Mancini:** But they will have to call London.

**Hon. Mr. Timbrell:** No. Very seldom do they have to call London. They have all the records for that area in the office, updated all the time. It would be very rarely that I think they would have to relate to Toronto for the extremely involved ones.

**Mr. Cooke:** They would probably call your office and my office and we would have to deal with them, like the Workmen's Compensation Board.

**Mr. Mancini:** And you are telling the committee that there was no way you could have shared the job loss with other areas of the province?

**Hon. Mr. Timbrell:** The only two other offices, less efficient, that process claims per month, would be Sudbury and Thunder Bay. Thunder Bay processes 100,000 a month and Sudbury processes about 250. Kingston, I suppose, could have been a candidate except that we are moving the head office there and that whole situation will change within three years anyway.

**Mr. Mancini:** Talking about the amount of claims that the Windsor office processes, do they have as many people to draw from as, say, the London office?

**Hon. Mr. Timbrell:** Sorry, do they have as many to draw from?

**Mr. Mancini:** You keep mentioning that Windsor did not—

**Hon. Mr. Timbrell:** But that is the point, though, you get one county out of that part of the province that is not in the London office—

**Mr. Mancini:** Just let me finish what I was going to say, if you don't mind. You are saying that Windsor did not process as many claims. Did they have as many people to draw from?

**Hon. Mr. Timbrell:** No. This was one of the arguments last week as to the number of claims per staff person.

**Mr. Mancini:** Did they have the population to draw from?

**Hon. Mr. Timbrell:** Just a minute. On the bare numbers, Windsor was slightly more efficient, but when you consider that London services the health sciences complex at London which is involved with many more complex cases, the difference between the two offices, that is, claims per staff person, is virtually wiped out. They are virtually the same.

**Mr. Mancini:** Your argument does not hold water.

**Hon. Mr. Timbrell:** Sorry, I suggest it does. We are talking about combining the two offices as we see a significant increase. Even

if you take the two total numbers of staff combined, related to the total number of claims processed last year, there is a big increase in efficiency. There is certainly a big increase with the reduced staff at London to cover those claims.

**Mr. Mancini:** Wasn't your first intention to move towards Windsor, which was the founder of this program? The Windsor people were the founders of this program.

**Hon. Mr. Timbrell:** Mr. Chairman, we are covering everything we covered last week. I am prepared to do it, but for one thing, to move to Windsor would incur a shortage of 11,000 square feet of office space.

**Mr. Mancini:** How about the Provincial Building?

**Hon. Mr. Timbrell:** I am advised that the Provincial Building, as I told the committee last week, is full and there is no available space. We would have had to rent a further 11,000 square feet on the private market. I don't know what office space is going for in Windsor these days, but I will say \$8 to \$10. That would have been a significant negative argument in the equation.

**Mr. Ruston:** You had to rent office space in London. This was a six of one and half a dozen of the other situation.

**Hon. Mr. Timbrell:** Let us put the facts on the record again. In London we were giving up 10,000 or 11,000 square feet and we will require 5,000 square feet. To have gone the other way, which is your question, we would have needed something in the order of almost 14,000 square feet. No, we would need 25,000 square feet and we would have ended up having to rent another 11,250 square feet. So the space was available in London, and it just worked out better.

**Mr. Acting Chairman:** Mr. Mancini; just one more question.

**Mr. Mancini:** Mr. Chairman, I protest strongly your ruling. This is a committee of the estimates. Every member of this Legislature has the opportunity to ask all the questions he feels he should on behalf of his constituents. I think if you take that position, you will be the first chairman I have ever seen in two years—

**Mr. Acting Chairman:** In reasonable time, Mr. Mancini.

**Mr. Mancini:** Fine. When is the minister going to be prepared to have documented facts on paper showing the savings of the \$500,000?

**Hon. Mr. Timbrell:** They were in Hansard



from last week. You will find them in Hansard.

**Mr. Mancini:** Have you already saved \$500,000?

**Hon. Mr. Timbrell:** I've already—last week—

**Mr. Mancini:** When are you going to be prepared in the weeks and months to come—

**Hon. Mr. Timbrell:** With respect, and if I wanted to, I could drag out the time of the committee just repeating the meeting last week.

**Mr. Mancini:** No—all I wanted to know—

**Hon. Mr. Timbrell:** It's all in Hansard.

**Mr. Mancini:** Fine. You can slough off the question that way if you wish to, but it's already being asked: When is the minister going to be prepared, in the weeks and months ahead, to show the savings of the \$500,000?

**Hon. Mr. Timbrell:** Mr. Chairman, let me start right back at square one.

**Mr. Mancini:** Don't you have a figure for next year, or the year after?

**Hon. Mr. Timbrell:** No. I can see what's happening. I'm going to get all the same questions. I'm quite prepared to table all the same answers. The first thing had to do with out-of-province—

**Mr. Acting Chairman:** Mr. Minister, excuse me. I would like to ask some advice from the committee as a whole. I think we're repeating the same information we've been through before. It's obvious my ruling has been challenged. I would like some feedback from the committee. Do we wish to go over this whole line of discussion once again?

**Mr. Mancini:** I think the minister is taking a hard line. All I wanted to know was when, in the weeks and months ahead, would he be prepared to show the Legislature that in fact his ministry had saved \$500,000.

**Mr. Acting Chairman:** Can you give us the facts, Mr. Minister?

**Mr. Mancini:** Can he answer that in one paragraph? It's a plain question.

**Hon. Mr. Timbrell:** I think you've changed your question. I thought you were asking—

**Mr. Mancini:** I have not changed the question.

**Hon. Mr. Timbrell:** Let me finish the answer, then you can challenge the answer.

**Mr. Mancini:** You were paying attention to the chairman too much, that's your problem.

**Hon. Mr. Timbrell:** I've got to take a look at the seating plan of the House and see who's on whose side.

**Mr. Ruston:** The chairman's not supposed to be on anybody's side. You are being rather ridiculous there.

**Mr. Acting Chairman:** Mr. Minister, if you can answer the question briefly, would you please do so?

**Hon. Mr. Timbrell:** I think it must be the silly season.

The next estimates review is when the next budget comes out; then the House leaders will meet to arrange the order, so it could be the spring, or it could be the fall. I can certainly give it to you. If it is the fall, I think probably what we should do is, about halfway into the fiscal year, give a report. I'm sorry, I took your question to mean you were asking about the estimates of where the savings would accrue. That is in Hansard, so next year when we talk about it again you can refer back to that.

**Mr. Acting Chairman:** Do you have more questions, Mr. Mancini?

**Mr. Mancini:** That's it.

**Mr. Conway:** I should like very briefly to read into the record something that deals with private labs under the OHIP arrangement. I realize some of this you may take as notice and perhaps discuss later when we come to the other part of the report.

**Mr. Backley:** This is where private labs comes in?

**Mr. Conway:** That's what I thought. I didn't want to be out of order for the second time running.

I was reviewing some notes the other day, so to facilitate things I'll just read some of this into the record. Possibly you'll want to take notice of some of this. I'd like to comment on the subject of private laboratories. Much is often said about the doctors and their claim on OHIP moneys. Frequently we are told that hospitals are spending too much and waste a great deal. Almost ignored totally however, are the private labs. Their share of the take, so to speak, has increased certainly as fast as, if not faster than any other expenditure within the OHIP system.

To put this topic into proper perspective, I'd like to take a brief look at an internal ministry document entitled, "Working Papers of the Task Force on Cost Controls for Medical Laboratories, October 1972." This report reveals that in the 1971 calendar year the distribution of payment for lab services—and I put this forward because I'm going to be asking for some comparative figures if they are available so that we can take a look—the



distribution in that calendar year for the payment of lab services was as follows: commercial labs, \$18.4 million or 16.8 per cent—this is my own arithmetic; I think it's fairly accurate—hospital outpatients, \$14.2 million or 13 per cent; hospital inpatients, \$70.9 million or 64.7 per cent; public labs, \$6 million, 5.5 per cent, for a total expenditure of \$109.5 million.

I'd like to see before these estimates are finished, the equivalent figures for each year since 1971—if possible, within similar categories. I'd like to say as well that the above-mentioned report is very interesting in that it identifies some of the problems, within cost control, of the laboratory sector. I quote from some of the problem areas that are referred to. This is reading again from the task force, 1972, on cost controls for medical laboratories.

"1. No control over the OMA fee schedule for individual items and only indirect control in respect of overall fee schedule revision;

"2. No control over the number of laboratory procedures listed in the OMA schedule of fees;

"3. No direct control over the number of tests ordered by physicians;

"4. Limited control over the growth of private and commercial laboratories exists under OHIP registration requirements, although the recent licensing provisions should in time improve this situation;

"5. Limited control over any physician's vested interest that might exist"—and don't we know about that through regulation 195?—"although we understand guidelines covering this aspect will shortly be introduced."

Hon. Mr. Timbrell: Where are you reading from?

Mr. Conway: I am reading from some recommendations as I excerpted them from the task force on controls. Granted it is five years old but I think, given the discussion we have had particularly in the last year about labs, this seems to be one of the major studies commissioned by this government in that area. I thought it was useful—to be historical for a moment—to look back over their seven or eight identified problem areas just to see what they had to say and to discuss very briefly with you some of the present conditions.

"6. Limited control through laboratory profiles, but under the combined planned development, these profiles should at least have a deterrent effect;

"7. Inflexibility of budgetary approach adopted in respect to laboratory services provided by public hospitals;

"8. No control over excessive profit."

If my memory serves me correctly, those eight problem areas were taken out directly from that task force.

While really wanting to see the figures for each of the intervening years, 1973 through to and including 1977, or 1976 at least, I serve notice now that I would like those figures and at that time, if I can, I will come back to discuss that whole area. I realize it's unfair to proceed on the present basis.

Hon. Mr. Timbrell: All right. We will get you the figures. The only figure I do have with me in that regard is comparing May 1975 to April 1976, and May 1976 to April 1977, and the payments went down by \$3.5 million.

Mr. Conway: From what to what?

Hon. Mr. Timbrell: From \$68 million to \$64.5 million. It was probably due to a couple of things: intensified audit activities of the ministry, with the other significant factor being the introduction in the last year of the new requisition forms, which have cut down on the number of tests being performed. We will get you all of the figures for those years.

Mr. Conway: What's your position on the whole profiling question now that we are speaking about this for a minute—the whole tendency now to go in for elaborate profiles in the laboratory sense—and the cost increase—

Hon. Mr. Timbrell: That's been virtually stopped by the introduction of the new requisition form. Have you seen the form?

Mr. Conway: Yes I have. Your indications are that that is having a significant effect?

Hon. Mr. Timbrell: A salutary effect.

Mr. Conway: Is that partially the cause of the downward trend?

Hon. Mr. Timbrell: How much you could attribute to that I don't know, but certainly that's the indication.

Mr. Conway: Just on a final point in a related fashion. Every member I am sure, and the minister in particular, has been petitioned by a great number of physicians about what they consider to be the very unfair regulation 195 with respect to the vested interest of physicians in ownership and operation. What's your response to that position that has been put by many of the physicians, that in fact the very conflict of interest which you seek to eliminate in this respect, has been effectively looked after by other provisions and that this regulation is to that extent redundant?

Hon. Mr. Timbrell: As you know, we deferred the implementation date to January 1 to allow us a chance to discuss it further with

the profession and try to come up with a better approach. The discussions to date between my staff and the representatives of the profession have centred on expansion of this conflict of interest to the whole diagnostic area. We should know in the next few weeks whether that particular regulation will stand as previously gazetted or whether we will go with an alternative proposal that would still maintain the basic principle—that of preventing an undue gain due to an interest in a laboratory facility.

[4:45]

**Mr. Van Horne:** In fairness to those who are concerned about this though, is it not leaving it a little late? You suggested January 1.

**Hon. Mr. Timbrell:** It was back in August, I think, that we announced it would be deferred to try to sort out the problem.

**Mr. Van Horne:** I'm aware of that. So your sorting out is still going on?

**Hon. Mr. Timbrell:** Yes.

**Mr. Van Horne:** Some time in the next few weeks, by early December, you'll be letting the professional people know, along with the House?

**Hon. Mr. Timbrell:** Yes.

**Mr. Van Horne:** That still strikes me as being just a little unfair in so far as the timing is concerned. However, having said that, let me pursue the questioning in this same area, just on the hope that it's related. There are regulations in the planning stage, aren't there, Mr. Minister, regarding x-rays—if I can just find the right line here: "A new regulation will be written which would replace regulation 721 of the Public Health Act." Are we in the right area here?

**Hon. Mr. Timbrell:** There's a report which is certainly out in circulation, but there are no plans to sort of jump into this right away. Maybe I could give you some background.

**Mr. Van Horne:** That's from the steering committee for x-ray program development?

**Hon. Mr. Timbrell:** Yes. The current regulation, as you say, is regulation 721, which deals with x-ray safety. The report was commissioned by my predecessor November 2, 1976. The final report of the steering committee for the x-ray program development was submitted on May 11, and the report was widely distributed on August 12 and comments and criticisms were invited.

Among the concerns expressed by various professional groups throughout the province has been a concern with the membership of the steering committee. Specifically, we have been asked why committee membership was

limited to government staff rather than inviting participation from outside groups. Due to the large number of issues to be addressed and the very large number of groups which will have to be involved before any program or legislative changes can be finalized, we felt an internal review would serve to expedite the eventual consultation process.

The scope of the issue, the problems to be solved and the first alternative course of action as perceived by ministry staff, were consolidated into the steering committee's report. It was, and indeed is, viewed as little more than a working paper designed to provide a focus for discussion. Under no circumstances should it be considered anything more than that.

That it is not our intention to proceed with any legislative changes without comprehensive consultation with the professions involved is, I think, quite clear from the very wide distribution which the report has received. It would be an injustice to the steering committee and the Ministry of Health to assume the proposals contained in the report would be effected without this consultation.

We are presently in the process of reviewing the comments and criticisms thus far received. We have even begun meetings. Members of my staff attended a meeting with representatives of the dental profession, members of the Royal College of Dental Surgeons and the Ontario Dental Association, a meeting that was both informative and productive. Many more meetings are presently being scheduled so that we may take full advantage of the professional experience and expertise of appropriate groups throughout the province.

I'm confident that all conflicting viewpoints which arise during these discussions can be accommodated so that we may achieve the objectives set by the steering committee—namely: 1. to provide an effective, comprehensive and efficient x-radiation safety program to ensure the protection of patients, equipment operators and the general public against the potential health hazards associated with the diagnostic and therapeutic applications of x-rays; 2. to provide a mechanism to rationalize the escalating utilization of x-ray services and control the cost of such services funded by the Ontario Ministry of Health.

I think that gives you an accurate up-to-date indication of where we're at with the x-ray report. It will be some time before we'll be into legislation and/or regulation. This is just the first stage.

**Mr. Van Horne:** Going back to one of the comments you made on the makeup of the



committee, there was a point that I'd like to refer to: Are you satisfied that those concerned, the radiologists, have had the opportunity for input or will there be further feedback?

**Hon. Mr. Timbrell:** They're having it now, and the point I tried to indicate is there are so many groups involved that first of all, it would be difficult to put together a steering committee of all of them. Secondly, it probably would be very time-consuming to get even an initial report out. When you consider it, November to August is not a long period of time to prepare the group. Let me just read to you a list of the groups to which the report is circulated.

**Mr. Van Horne:** I don't want to delay the meeting.

**Hon. Mr. Timbrell:** This will take but a minute. It will give you an indication of the breadth of the groups involved in the distribution of the report. There were the College of Physicians and Surgeons of Ontario, Royal College of Dental Surgeons of Ontario, Canadian Memorial Chiropractic College, Toronto Institute of Medical Technology, Ontario Medical Association, Ontario Dental Association, Ontario Hospital Association, Ontario Chiropractic Association, Ontario Association of Radiologists and Ontario Podiatry Association. Then there were the radiation protection bureau of Health and Welfare Canada, various other provincial bodies and all the equipment manufacturers.

My first point is that it would be difficult to form a steering committee of these diverse interests. To expect something to be produced that is thorough and timely in only eight or nine months would not be reasonable. Now is the stage for that input you referred to.

**Mr. Conway:** I would come back just briefly to the point about regulation 195. First of all, are we not back to that point we talked about earlier about hospital closings? We have had an initiative taken in this regulation, a furor, then a delay, a further consideration and then ultimately, I presume, we will have some final decision. It seems to me this might very well have been anticipated and the delay might have been avoided simply by taking the consultation process first and foremost to sort out the difficulties and, therefore, not get us into this situation.

Secondly, do you in any way, shape or form acknowledge or accept the standard physician's argument—I am just reading from one of the 100 or so letters I received on this—that the conflict of interest or the vested interest that regulation 195 seeks to control

is in fact already controlled through recent changes to the Health Disciplines Act and, as this particular gentleman points out, to the new requisition form which, he says, provides a real audit trail? Are you accepting any of those arguments that to that extent that particular regulation is redundant?

**Hon. Mr. Timbrell:** Regulation 195?

**Mr. Conway:** Yes.

**Hon. Mr. Timbrell:** I wouldn't say it's redundant. What I indicated was there had been some suggestions made in the last six months that led us to investigate another course. They were suggestions that I don't believe have been made before.

**Mr. Conway:** What would those be, just as a matter of interest? What new light was shed?

**Hon. Mr. Timbrell:** We are talking about proceeding with various aspects of the Health Disciplines Act that, I take it, had previously been considered unworkable in this respect. We are taking another look at it.

**Mr. Conway:** You can't be more specific than that?

**Hon. Mr. Timbrell:** Not right now.

**Mr. Conway:** Just a final point, the fifth and final point in this series, with regard to the S and M Labs situation of last year, I am interested in knowing what, if any, money has been recovered from that fiasco, and whether the ministry has proceeded on behalf of the government and the people of Ontario with any legal action. It seems to me a clear-cut case of fraud or something very near to fraud.

**Hon. Mr. Timbrell:** I will let Mr. Rose go into the details.

**Mr. Rose:** The ministry's position with Sand and M Labs is that we have advised them through our solicitors to their solicitor that the ministry intends to recover from them what we consider to be the amount owing. We are now awaiting to hear from their solicitor.

**Mr. Conway:** You do not intend to lay any charges.

**Mr. Rose:** As far as we know, there has been no evidence to indicate that there is fraud involved.

**Mr. Conway:** You have legal advice to that effect?

**Mr. Rose:** The Lab investigation, to the best of my knowledge, has been referred to the Crown counsel for an opinion, and there is no indication of fraud.

**Mr. Conway:** Is that investigation report available to this committee?



**Mr. Rose:** The audit reports of this ministry are provided to the Provincial Auditor who, I would presume, if he felt there was something that merited being drawn to the attention of the standing public accounts committee, would do so.

**Mr. Conway:** In response to a question raised by the Leader of the Opposition in May 1976, the acting Minister of Health said an investigation of that laboratory situation was under way. I am wondering whether that investigation is completed and the report available.

**Hon. Mr. Timbrell:** That is the audit which goes to the auditor.

**Mr. Conway:** That is the audit. That is what you are speaking of. But your legal advice is—

**Mr. Rose:** There is no evidence of criminal fraud or fraud. That's our advice.

**Mr. Conway:** After what they did, after being told that they couldn't do this by this government, this ministry, they could then proceed and then bill and somehow not face legal consequences. I'm not disputing it. I'm not a lawyer, my friend from St. George (Mrs. Campbell) is.

**Hon. Mr. Timbrell:** The ministry turned over all of the material turned up in the investigation to the Crown law office and it was left to that office to determine what, if any, charges should be laid, and to proceed with them accordingly. Their decision was, as I recall it, that they didn't feel that they had sufficient grounds on which to proceed.

**Mr. Conway:** What are the total dollars you estimate for recovery?

**Mr. Rose:** I think they are in the neighbourhood of \$268,000. If I could just add, the points at issue, Mr. Chairman, involve the interpretation of the fee schedule; it is not really a matter of what one would call fraud in this instance. It's a matter of the interpretation of the 1974 and 1975 OMA fee schedule for laboratory medicine.

**Mr. Conway:** I'm just looking at some notes here. Am I not right when I recall that, first of all, they weren't licensed to perform those particular tests, and subsequent to that, they were told by the ministry they were not, in fact, to proceed with that kind of testing? They not only ignored both those situations and proceeded to do the testing, but they billed OHIP for the money.

**Hon. Mr. Timbrell:** I think again, as Mr. Rose said, what it comes down to is an interpretation of those fee schedules. Certainly we have indicated, again as he said,

that we intend to recover the money. I guess, realistically, we may very well end up being sued by them because we do fully intend to recover the money. We take it out of their payments.

**Mr. Conway:** That's amazing. There is no way that we could see a copy of any of that legal advice?

**Hon. Mr. Timbrell:** As the Attorney General (Mr. McMurtry) indicated in the House several times in recent days, it is the practice not to table legal opinions.

**Mrs. Campbell:** That is not so, of course. They do table them when it suits them.

**Hon. Mr. Timbrell:** Take it up with the Attorney General.

**Mrs. Campbell:** We have, in the House.

**Mr. Conway:** It's just that some of us who have been around here for at least two years, maybe not much more, have had some reason, I think, to be very nervous about the legal opinions upon which this government acts. Really and truly, it seems something that is worthy of pursuit at a later date.

Item 11 agreed to.

**On item 12, drugs and therapeutics:**

**Mr. Conway:** Yes, briefly on Parcost.

**Mr. Duksza:** On a point of order, Mr. Chairman. Through you to Mr. Conway, your side has been asking questions for the last hour and a half. I hope you understand that when it comes to the next section, we will insist on some kind of reciprocity on our side.

**Mr. Mancini:** We thought you didn't have any questions.

**Mr. Duksza:** We do.

**Mr. Cooke:** We just have pertinent questions.

**Mr. Ruston:** We'll give you half an hour.

**Mrs. Campbell:** We already asked you if you had any questions. Your answer was "no."

**Mr. Duksza:** It was "no." Just on a point of order here, I consciously tried to limit myself on this point, because I wanted to have something to say on the next item which maybe you people wouldn't have left. Are we going to have agreement on it or not? Otherwise we will simply talk whenever—

**Mr. Conway:** I am agreeable and non-argumentative. I realize that your dogma needs time for explication.

**Mr. Duksza:** Thank you. As long as you

understand that you have talked for over an hour, so that we can have—

**Mr. Acting Chairman:** Mr. Duksza, I am keeping track of the time and I will be as fair as possible in apportioning it equally among your parties.

**Mr. Conway:** I just have a very brief comment on the Parcost program. It has been touted from time to time as a major government initiative of very positive results. I have spoken with a number of people and some of my family who are involved as pharmacists, and a number of people who have contacted me both before and after my election to this Legislature. They have expressed a concern about this very useful and positive initiative falling on something of a dog day.

[5:00]

I quote from a rather interesting article from the Ottawa Citizen of August 13, 1977, "Parcost: Seven Years Later it is Dying," because this seems to typify much of the negative response I've been getting over the last little while to this program which, I think, at least is very useful in its origin and design. Just taking a small portion of it, this particular article talks about the president of the Ottawa Pharmacists Association and what he has to say about Parcost. He says:

"On the demise of Parcost, Harold Godding says the Ontario government didn't live up to its end of the bargain and left the retail drug industry holding a bag of unpopular, underpriced service. 'It was the government's baby; they wanted the pharmacists to endorse the program and they promised to set up billboards and do all kinds of advertising. Well, they have failed to live up to that commitment.'"

As a new minister what are your feelings on where Parcost is headed? What would you offer as a response to that kind of criticism, which I have found to be somewhat general in recent months, looking into it further?

**Hon. Mr. Timbrell:** It's interesting because I've come across it in a few cases, but I wouldn't call it general, as I've gone around the province, and met with the pharmacists' college and the association also. I haven't found it to be the same way.

I'm not aware of some of these. Going back a number of years, there were agreements or commitments to produce billboards and so forth. I recall there was quite a push at the beginning in the provision of materials from the ministry for signs in the windows

and doors and at the dispensaries, and also some advertising at the time to make people aware of the existence of Parcost, the purpose of Parcost and how it would work.

**Mr. Coulson:** Mr. Chairman. I think the thrust of Parcost has changed, certainly since its inception, particularly with the coming of drug benefit. The emphasis of Parcost now is quality assurance, as opposed to, probably, price.

At this point in time 30 per cent of all the prescriptions in the province are drug benefit. This of course has had an emphasis, or at least changed the emphasis, on Parcost. The long-term users of drugs who formerly would shop for prescriptions because they were interested in price are now pretty well covered by drug benefit.

**Mr. Conway:** Just in a related fashion on that drug benefit program, he spoke earlier, or at least I did, about the bureaucracy of many of these systems. This particular article and a number of people with whom I've spoken, perhaps not a great number but a number, have spoken of the amount of time just to handle those drug benefit program applications and whatever. It's almost disincentive for many people to get involved in the program. Do you find that as a regular criticism? This particular gentleman in this article says so very explicitly.

**Mr. Coulson:** Mr. Chairman, all of the pharmacies in the province participate in drug benefit, as do a number of physicians who dispense in areas where there are not pharmacies.

**Mr. Conway:** You don't find, then, as a regular complaint, the amount of time and paper work that's involved in this particular program over and above what may have been involved in Parcost?

**Mr. Coulson:** No, I don't think there's really any difference between time involved to submit an account to a third party, such as government, or another third party—an insurance company such as Blue Cross, for example.

**Mr. Conway:** So your general understanding is that Ontario pharmacists are not unduly concerned about the bureaucracy of the drug benefit program and, to that extent, are quite happy.

**Mr. Coulson:** By and large, yes, sir.

**Mr. Rose:** I think, Mr. Chairman, we meet regularly with the Ontario Pharmacists Association. If they have concerns, they express them to us and we try to accommodate the concerns they have with respect to the processing of drug benefit claims. I think, over



the past year or so, we have been able to work out arrangements that are acceptable to both parties. We have made changes, I believe with respect to certain limits on claims. We've provided a special authorization service, mainly for doctors, of course. But there have been a number of changes we have instituted to meet the needs of pharmacy.

Item 12 agreed to.

**Mr. Acting Chairman:** We're finished with vote 3101. Before we carry it, I would draw your attention to the fact that \$399,200 was transferred from this vote to the children's services program of the Ministry of Community and Social Services. Therefore, the amount to be voted in your books should be changed to read \$1,072,532,800; that's the amount we are voting on now. It's been reduced by \$399,200, which was previously voted on under the Ministry of Community and Social Services. Is there any question about that amount? Is that understood? Very well.

Vote 3101 agreed to.

**Mr. Acting Chairman:** I would point out to the committee that we have approximately nine hours and 45 minutes for the last two votes.

On vote 3102, institutional health services program:

**Mrs. Campbell:** I wonder if I could have a point of clarification as to procedure on this vote. I think the first three items might well relate to the children's services in the ComSoc ministry. Could I ask whether it has been decided whether the Minister of Community and Social Services (Mr. Norton) will be present as we debate these three items?

**Mr. Acting Chairman:** I'm sorry, I can't answer that. It's up to the minister.

**Mrs. Campbell:** Was it not raised in opening that we ask the minister to be present?

**Mr. Conway:** It came back to my opening remarks when I thought—growing out of Mrs. Campbell's concern about the transfer that was controversially discussed in the previous estimates, maybe I didn't make myself clear—there was a feeling on many members' minds that we should have some direct involvement from the minister in those portions of this vote.

**Hon. Mr. Timbrell:** Those portions have already been carried in the supplementaries for ComSoc and I certainly didn't understand from your remarks at the time that you wanted me to seek the involvement of the Minister of Community and Social Services.

**Mr. Conway:** I thought I had made it clear, the previous estimates group expressed con-

cern over what was happening in that connection, and I don't think it's too late at this point to involve the minister for a brief moment or two.

**Mrs. Campbell:** How could you have passed the supplementaries when they don't know as yet what their contracts are going to be? How could that have been passed?

**Hon. Mr. Timbrell:** Child and adolescent services are still with us.

**Mrs. Campbell:** That's right.

**Hon. Mr. Timbrell:** So we are working our staff and theirs to work out the contracts for the five-site hospital units that we still have in Humber and Beechcoat that we've started. The rest has already gone.

**Mrs. Campbell:** I'm aware of the others. It's this vote that's of concern.

**Hon. Mr. Timbrell:** I didn't understand your suggestion that Mr. Norton be here, Mrs. Campbell. I'll take it up and see if he's free. He may well be quite tied up. I'll find out but I have my doubts over it.

**Mrs. Campbell:** Could I ask him a few questions to indicate my concern?

**Hon. Mr. Timbrell:** To assist on a clarification, it would be just item 3 I think you're interested in, not 1 and 2.

**Mrs. Campbell:** You mean that if they take over some portion of psychiatric services you're going to maintain the same administration program and the same direct services administration?

**Hon. Mr. Timbrell:** No.

**Mrs. Campbell:** No. I wouldn't think so. At least I hope not.

**Mr. Conway:** You will, then, take it upon yourself to inquire of the other minister what—

**Hon. Mr. Timbrell:** I have my doubts.

**Mr. Acting Chairman:** Mr. Minister, do I understand it correctly then that Mrs. Campbell would have the right to come back to this point and you would attempt to bring the Minister of Community and Social Services—

**Hon. Mr. Timbrell:** I said I will inquire of that minister as to whether he is able to. I know what my own schedule for after estimates looks like because things have been backing up for a couple of weeks. It's probably highly doubtful that he would be able to. But in the event that he can't, then we will answer the questions as fully, as certainly, as we are able.

On item 1, program administration:

**Mr. Warner:** Mr. Chairman, before I begin it might make sense that we not, cer-



tainly not this afternoon or maybe even tomorrow, pass item 1 until we get an answer as to how we're going to proceed. It seems a little unusual but nonetheless perhaps productive to have the Minister of Community and Social Services here for that particular portion of the vote. I would be quite willing to delay the actual vote on that until we have an answer, so that we know precisely how we're going.

In item 1, I have some questions related to the administration of the Nursing Homes Act, 1972, and revised June 1976.

**Mr. Conway:** I thought we were going to have a real flaming ideologue. She kept me waiting, I'm disappointed.

**Mr. Warner:** Today we were handed from the Ministry of Health, recommendations on the review of the nursing home legislation. I find it extremely disappointing.

**Hon. Mr. Timbrell:** How could you possibly read it all in this short time?

**Mr. Warner:** I have.

**Mr. Duksza:** Very fast reader.

**Mr. Warner:** In particular, what disturbs me—there are some good and worthy recommendations—is that you've carried out a review, assisted by the Ontario Nursing Home Association and consultants in medicine, nursing, pharmacology, environmental health, et cetera, rather than what seems increasingly to be needed: a full inquiry.

I'll cite one example, there are certainly many, from an editorial on Monday, November 14, in the Windsor Star. I read in part, "Two recent incidents should help convince the Ontario Ministry of Health that operation of the nursing homes should be monitored more closely than at present."

The editorial then goes on to describe the Windsor situation with the Greater Windsor Nursing Home and it mentions a place in Toronto. I assume it's Kennedy Lodge. Then at the bottom it says:

"It is unlikely that the two cases in question are the only ones in existence in Ontario. Abuse, to varying degrees, could exist in many other institutions of the kind, only the public is not aware of them. It is for that reason that an inquiry into the operations of nursing homes is in order. Neither the public nor the government can be assured that 'everything is okay' in that business simply because Health Minister Dennis Timbrell said so when questioned by an MPP. Caring for the elderly cannot be considered 'a private business in private enterprise.'" That was the quote from the owner of Kennedy Lodge nursing home. He

felt he didn't have to answer questions because it's a private business. "It's a social concern for all, and that should be made clear to all those who fail to recognize it as such."

I'm saying we can clearly deduce from that beginning even before I proceed with the precise examples, that we need a proper, full inquiry. Obviously there are ways open to the minister to do this. It can be by way of a select committee of the Legislature. It can be by way of a public inquiry, as we understand a public inquiry to be—a commission of inquiry as has been done on other occasions. There are various ways. However it's done, a full public inquiry, using either members of this Legislature or appointees from outside, is what is needed.

[5:15]

What also makes me very uneasy when I read your letter tabled today, is that you've done your review and you have a book of recommendations, but before you go any further, you are going to go back and you are going to discuss the matter again with the Ontario Nursing Home Association to get their views on this business. You haven't listed anyone else.

**Hon. Mr. Timbrell:** We are certainly looking for responses from anywhere or anyone.

**Mr. Warner:** But as I read this, the major group involved in the discussions beyond this will be the Ontario Nursing Home Association.

**Hon. Mr. Timbrell:** If we were talking about changes to the Hospitals Act, we would talk to the hospital association and then make it public to get broader input and representation. If we were talking about changes to the medical part of the Health Disciplines Act, we would talk to medicine. You can get broader representation.

**Mr. Warner:** When you wanted your money back from the crooks in the private labs, you discussed it all with them to decide what to do. That's the thing that bothers me.

**Hon. Mr. Timbrell:** It's a pity sometimes that you guys are protected by the immunity of Hansard in the House.

What we have done in that area—it was well brought up before—through proper auditing procedures we tried to determine if there had been infractions of the rules and whether we should take corrective action. We do meet with the Association of Medical Laboratories from time to time, and they present to us the cause, as it were, of the private sector in that field.

I am not going to defend anyone in particular, but I really do take offence at the presumption of guilt which you fellows on my geographic and philosophic left assume. Because it is the private sector, whether it's a laboratory or a nursing home, you automatically assume guilt and say, "Prove your innocence."

**Mr. Warner:** I was simply going on the record of those who have been found to be owing the government sizable amounts of money. I believe you are going to collect back from the private labs something like \$2.6 million. That's another question.

What I am saying in essence is that rather than having a full wide-scope inquiry involving many people and the dozens and dozens of complaints about nursing homes, you are going to deal mostly with the nursing home association. We have gone through this kind of argument with the Solicitor General before, about the police investigating the police instead of having a citizen complaint bureau. We are going through the same kind of business here and that aspect of it bothers me.

What also bothers me when I read through the recommendation is that whoever put this thing together has really soft pedalled a lot of the problems.

For example, on page six, it talks about nutrition. In the light of the importance of a balanced diet to nursing home residents, recommendations are included to ensure regular and therapeutic menus prepared in conformity with the most recent edition of the Canada Food Guide requirements. It also proposes record retention, that is as it applies to menus and invoices of food purchases.

It seems to me that it is saying there's a problem regarding balanced diets in many of our homes and we want some changes to ensure that people will have their special dietary needs met. It also implies that there may be a problem with contracting out rather than preparing the meals in the home itself.

**Hon. Mr. Timbrell:** I don't think it's saying—

**Mr. Warner:** Well, that's the problem. It should be saying that and it skirts around the issue.

**Hon. Mr. Timbrell:** I guess what you've read are the introductory sheets.

We are trying to involve you, the other party, and the broadest possible public in getting reactions to a pretty thorough evaluation of all aspects of the Act. Certainly there aren't enough hours in estimates to go

through it section by section, but I'll look forward to receiving from you or from your health critic, a similar clause by clause reaction to either the recommendations of my staff or additional recommendations.

Of course I realize that some of them may come down to differences of opinion as to how something is done or perhaps even the general philosophical question of the ownership of nursing homes. I'm not trying to cut it short; we can go on for as long as you like. With respect, I don't think you've read this.

**Mr. Warner:** Yes, I have.

There's a recommendation in there that says if the nursing home violates the Act it will be subject to a minimum fine of \$200 and a maximum of \$10,000. They want to change that from no minimum to a maximum of \$200.

All right. That's a very good recommendation. However, I would like to know what the need is that prompts that recommendation. Did the committee find that there were a lot of nursing homes violating the Act but not being charged or if they were charged, was there no fine levied? There's no explanatory background material.

**Hon. Mr. Timbrell:** If you think back over the last couple of years, quite a few statutes have come up from a number of ministries dealing with the question of fines, for whatever kind of infraction. The general trend across the government has been to beef them up.

**Mr. Warner:** That's a pretty substantial recommended change, wouldn't you say, if you're going to increase from a maximum of \$200 to a maximum of \$10,000? There must be some justification for such a stiff fine. How many have been taken to court? Let's start there.

**Hon. Mr. Timbrell:** Apparently, there have been no fines in the last year. One of the things that I have made clear in recent months in discussions with individual inspectors and with the people responsible for the entire branch, is that I want to see more vigilance and tougher application of the existing regulations, never mind what we're going to be coming in with at the end of this process and the next year.

I seem to recall that back in the spring somebody asked me about numbers of complaints. If I'm correct in my recollections, we'd had something like 600 complaints in the previous year about 400 nursing homes. In the opinion of the inspectors—and these would be nursing inspectors, fire inspectors, environmental inspectors and so forth—30 per



cent of the 600, which is 180, were considered to be valid complaints and orders were issued for corrective action.

**Mr. Warner:** How do you know that?

**Hon. Mr. Timbrell:** It was a report from the inspection branch in the spring of this year.

**Mr. Warner:** In other words, one way you could be of great assistance to us, as you asked for our considered opinions on this document and since we don't have any of the background information, is to give us those inspection reports.

**Hon. Mr. Timbrell:** It's funny you have enough information to call for a very expensive select committee or a royal commission, but you don't have enough to react to this report. That's rather strange, I think. Don't you?

**Mr. Warner:** This is the point where it becomes very annoying. You know as well as I do that the group of people we're talking about is, for the most part, defenceless. These are not people who are prone to action. They're elderly people, senior citizens in need of care, otherwise I assume they wouldn't be there. Many of their families feel very anxious that if they raise the problem about the nursing home, somehow it may come back on their parents who are in that home. Many of the staff feel defensive as well. If they raise problems, they may be fired and may have trouble seeking employment elsewhere. The combination of all of that means it becomes very difficult for us to receive material and to substantiate claims that are brought to us by many people. It's only once in a while that a few things turn up. My experience in two years is that piecemeal we see things popping up around the province, like the problem in Windsor and in Ottawa with MacLaren House. The place should probably be closed.

**Hon. Mr. Timbrell:** Have you been in it?

**Mr. Warner:** I haven't.

**Hon. Mr. Timbrell:** I have.

**Mr. Warner:** My colleague from Carleton East (Ms. Gigantes) has. The place should probably be closed and you probably agree with that. There have been difficulties in Sudbury. There certainly have been problems in Scarborough. Leisure World is another home in Scarborough where there have been a lot of difficulties.

A particular example, and this is going back a little bit, I would say is in contradiction to your rules. There is a letter from lawyers identifying themselves as solicitors for Leisure World. They say, "Our client's

representatives have asked you on a number of occasions to remove your mother from the nursing home. You've apparently disregarded this request and, as a result, we have no other alternative but to advise you to immediately find another nursing home for your mother prior to February 28, 1975."

What's interesting about the letter is that it came a month after a letter went to the ministry and to the office of the leader of our party.

**Hon. Mr. Timbrell:** What year was that?

**Mr. Warner:** This was back in February, 1975.

**Hon. Mr. Timbrell:** I'm sure you have a series of things you're going to want to read into the record. We can call on Mr. Corder who is here and who has been the director of the inspection branch for some time. He is now seconded as an area planning co-ordinator but he is here to answer questions. We can go through them individually. The point, and with respect, you're evading it, is that you think there is enough that is public and that we know, that can justify a select committee, a commission, an inquiry or whatever, given the experience of commissions, which can cost hundreds of thousands of dollars, if not millions.

We're trying to go about it the right way. You know the Act and the regulations have been revised several times in recent years, most notably in 1972, which saw tremendous improvement. What we have gone through is an attempt to further upgrade the quality of care of our aged population who are resident in nursing homes. With respect, I suggest to you you have not, nor has anyone, come up with information which would lead me to suggest to the government, especially at a time of financial restraint, that an inquiry, a select committee, a royal commission or whatever is warranted. I think the process we're going through to involve public discussion on all aspects of the Act is the more responsible and eventually just as thorough a route.

**Mr. Warner:** There's no way I could possibly be satisfied with that explanation until I have seen those inspection reports. For example, why I dragged out this particular case of the letter from the lawyers is that obviously, there was a situation there. There were people who were upset. I don't know what the ministry did. I've never seen that report nor am I likely to.

**Hon. Mr. Timbrell:** Let me ask Mr. Corder if he recalls that case.

**Mr. Corder:** I don't recall it but I'll certainly have it looked up.



**Hon. Mr. Timbrell:** We will get it for you tomorrow. Can you pass the letter along to Mr. Corder to take the name and details? He'll give it back to you.

[5:30]

**Mr. Warner:** Further to that and along the same lines, I raised the matter of Kennedy Lodge Nursing Home which came into the picture just last week, although it had been brought up before. If I recall correctly, the actual inspection took place during the last election. Following the election I asked for some details of inspections.

**Hon. Mr. Timbrell:** There have been many inspections.

**Mr. Warner:** You were responding to complaints and you were holding your thorough investigation into Kennedy Lodge.

**Hon. Mr. Timbrell:** We respond to every complaint. Every complaint is followed up by the appropriate type of inspection.

**Mr. Warner:** There is no point in trying to play semantics with it. You were pressured into having an investigation into Kennedy Lodge. You did so. You satisfied yourself that everything was correct. When I phoned your office, I was told the inspection was finished and you were convinced everything was okay. I got a letter back saying all of the major faults had been corrected. It was then up to me to ask what the major faults were that you were investigating. I got a letter back with some details—a little sketchy—of what you considered to be the major faults.

What is interesting is when I met with the administrator of Kennedy Lodge I discovered there was other items which she mentioned had been under inspection which were not included in your letter to me. For example, two items that were not included in your letter were the quality of food and the temperature of the rooms.

**Hon. Mr. Timbrell:** The very first complaint the ministry had about Kennedy Lodge, which was last December, was about the temperature of the food, which was not a complaint which was current to that about which you were calling and writing me.

**Mr. Warner:** I was asking about the following investigation.

**Hon. Mr. Timbrell:** That was fully investigated at the time and corrected afterwards.

**Mr. Warner:** What you should have sent me was a copy of the inspection report. That is what I wanted in order to see what the complaints were and what you actually found. That is not what I got. When I talked to the

administrator she admitted there had been problems with the food and that some of the rooms had been at 50 degrees. It was those two items that prompted a major inspection of the place. What I got back was another list of things—probably things that were also wrong. But they were not the major items.

If the minister wants us to have input into this as a response to the recommendations, I don't know how we can proceed along that line until we have those inspection reports.

**Hon. Mr. Timbrell:** That is not so.

**Mr. Warner:** I think the minister knows as well as I do, and I don't have to go through and cite all of these, where all the trouble areas are—I assume you do—in the province of Ontario. There are a lot of them and the number seems to be growing. I fully realize there are 378 homes and they are not all bad. The majority of them are probably extremely good establishments.

We read things in the paper such as the study that was done indicating that nursing homes prefer patients needing little care, as reported in the *Globe and Mail*, April 15, 1977. That came out of a study conducted in Thunder Bay and Peterborough. What I read from that article and what happens is that if a home can take in many people not requiring much aid, then it can cut down on its overhead because it doesn't require as many staff people to meet the needs of those residents. That is a good way to make a little extra profit and that is a very disturbing kind of thing to find out about.

**Hon. Mr. Timbrell:** May I say on that that I don't recall that newspaper report. Certainly that is another aspect of the situation that leads us to believe we are going to have to institute assessment of placement agencies. I recognize that does go on in some instances. I don't think it is general. Over the years, I have sat on the board of a home for the aged that had an extendicare unit. My experience there and anything I have heard from others in and around my community were all favourable.

A series which we are working on with ComSoc to develop proposals for establishing a series of assessment placement agencies around the province, and which would have some authority to place people in the most appropriate type of care, will answer that problem.

**Mr. Warner:** That is why I am saying your present Act isn't being upheld in a lot of instances. Under the present Act, if I am not mistaken, 55 per cent of the beds are supposed to be set aside for extended care people. There is no change recommended in the

list of recommendations to that particular section that you claim I haven't read.

**Hon. Mr. Timbrell:** The figure is 75 per cent.

**Mr. Warner:** Seventy-five per cent? They break it down—I'd have to look over that again—I'll take your word for it.

**Hon. Mr. Timbrell:** It is 75 per cent.

**Mr. Warner:** Seventy-five per cent. They suggest no change in that. How do you monitor to make sure that that is being adhered to?

**Mr. Corder:** We monitor it through the payment mechanism and it is our experience that about 94 per cent of the nursing home population is on extended care. So that is being met across the province.

**Mr. Warner:** In the individual homes?

**Mr. Corder:** In individual homes we take a record or a patient classification each time it is inspected.

**Mrs. Campbell:** Was that before or after your interministerial report?

**Mr. Corder:** That is done on an ongoing basis and has been for years. It is done at least every three months.

**Hon. Mr. Timbrell:** The point Mr. Warner was making, Mrs. Campbell, was a concern that if, say, in a given area it means going to 76 per cent or 80 per cent, there is a resistance on the part of some operators and I recognize that that does happen.

**Mrs. Campbell:** But he doesn't need a newspaper report for that. It is in the interministerial report that that is the case.

**Mr. Warner:** What I am concerned about though is where it is not upheld. First of all you are claiming that it is upheld in every institution, that there is no one who is violating that section. Then I would ask if you could report back at some point to me about that place at the corner of McNicoll Avenue and Victoria Park Avenue in Toronto which had been set up as a medical inn and they never got a licence, so they switched to a nursing home because it was easier to get a licence. What percentage of extended care patients are in there. Do they have that figure?

**Hon. Mr. Timbrell:** I can get it.

**Mr. Warner:** That would be very nice to see.

You are satisfied that the requirements at present in your Act about food are being upheld, that the residents are receiving nutritional food and an adequate supply of it?

**Hon. Mr. Timbrell:** I don't know what the percentage would be but I would expect, as in any institution, a hefty percentage of the

complaints probably has to do with food—for example, that it is cold; that was the complaint at Kennedy Lodge last December, that the meals were being served cold. I think that was the first one; not what was actually on the plate but just that it was stone cold.

As to variety; we require cyclical changes of diet and the provision of fresh fruit, cheese, milk products and so forth—quite a variety of things that are already required. I certainly don't underestimate the importance of it, but I don't know that it should surprise us either that a good percentage of the complaints in institutional settings would be about food, when people have been used to feeding for themselves in their own homes and used to their own standards.

**Mr. Warner:** What do you think then about nursing homes contracting out for food—not preparing the meals in their own establishment but using a catering company?

**Hon. Mr. Timbrell:** We do this ourselves in some of our own institutions. We are looking at doing it in more, in fact.

**Mr. Warner:** Terrific.

**Hon. Mr. Timbrell:** It's done in certain hospitals. For instance, Trent Memorial Hospital, which I was in not too long ago, is very proud of the quality of the food and the prices.

**Mr. Warner:** If you are convinced that it is so excellent maybe you should suggest it for the legislative dining room.

**Hon. Mr. Timbrell:** The point that should be made is that the fact of contracting doesn't mean the food is prepared off the premises.

**Mr. Warner:** No, no, I'm talking about food which is prepared off the premises at a catering outfit.

**Hon. Mr. Timbrell:** I can't recall having a complaint specifically about that aspect of it. Using the proper equipment, it shouldn't be a problem. Look at the millions of meals a year that are provided through the meals on wheels program, which is all prepared. In my area the meals are prepared at Sunnybrook or the True Davidson Acres Home for the Aged, and they are sent out all over the place from there. You'd call that contracting out, I guess. Do you have any impressions or complaints on that kind of thing?

**Mr. Corder:** I'm not aware of any complaints of having the food delivered in. But I don't think that that arrangement really exists in a lot of homes. They tend to contract out space in the home and they actually prepare a lot of the meals right in the facility.

**Mr. Warner:** Most of them do. The one that I ran into a problem with was not a nursing home, it was a retirement home. That was Cedarbrook, a very pricey place where they wanted \$1,000 a month per couple.

**Hon. Mr. Timbrell:** Is that the one by Cedarbrae Collegiate?

**Mr. Warner:** That's right, and they had closed down the kitchen fire to cook because they could make a cheaper arrangement with a caterer who had just previously been tossed out of York University for not supplying proper food. I find that very disturbing, I really do. I think food should be prepared on the premises and not only that but adequate care should be taken by the staff to make sure that those people who have special dietary needs are going to have those needs met. How do you ensure that everyone at the residence is actually being fed?

**Mr. Corder:** By inspection. I don't think you can go and check each resident all the time to see that they're actually being fed. A review of the records of the residence, a physical look at residents as you go around the home, and a look at the medical notations on the record, give the inspector an ongoing insight into the type of care that's being delivered to the resident.

**Mr. Duksza:** If you look at the people in the nursing home you expect that is enough to establish standards in terms of nutrition.

**Hon. Mr. Timbrell:** No, Mr. Corder I think has already given a broader answer to that in looking at the medical records, resident records I should say.

**Mr. Warner:** We're coming back to the inspection records, This is the grey area, the area where you have the knowledge and we don't. You have the reports, we don't, and I gather you're not about to let us see them. What happens, then, if I give you the name of someone at the Kennedy Lodge Nursing Home who, it's claimed is actually not being fed? The woman requires assistance in order to be fed; she can't feed herself and it takes a long time to feed her. Somebody has to take the time to do that. In the rush of supper it doesn't happen. What would happen then if I gave you the name? Would someone go and check and see that this woman was being fed?

**Hon. Mr. Timbrell:** Yes.

**Mr. Warner:** Without me complaining, how does it happen? If I don't as a member of the Legislature bring up a complaint on a home and you start moving the wheels, who

moves the wheels without members raising issues?

**Hon. Mr. Timbrell:** The family would talk to me. I had one similar not long ago, but it was in a hospital. The family came to my home in Don Mills at 11 o'clock on a Saturday night and 10 o'clock on the Sunday morning. I got on to the chief of medicine at the one hospital, got him out of bed on a Saturday night, and the next morning got on to the administration of two hospitals. The claim was that the mother wasn't eating. It turned out in fact, the mother was eating but didn't want to be in hospital. She was determined, even though she was a terminal cancer patient, that she wanted to be home. It turned out in fact that that was the way to get the family to try to get her out of hospital.

[5:45]

The point is, we would hear from the family. Sometimes we would hear from a physician who, on his rounds, would think something was untoward. If he couldn't handle it himself, a rather unusual instance, he would call on us, or friends and so forth. About 95 per cent come from relatives and friends and not from members of the Legislature.

**Mr. Warner:** Having given you the name of the resident, and the situation, after you've investigated will I receive back a copy of that investigation report?

**Hon. Mr. Timbrell:** You will receive a report from me based on the report to me of the staff.

**Mr. Warner:** Right. So I will not receive a copy of the inspection report? That's what is called freedom of information, which we've been talking about for a long time in this Legislature.

**Hon. Mr. Timbrell:** What kind of information are you looking for?

**Mr. Warner:** That inspection report. I've raised a complaint. I haven't used the name. I'm going to give you the name of that resident.

**Hon. Mr. Timbrell:** Stretch this out for all the headlines you can get, David.

**Mr. Warner:** That's why I'm not using the name.

**Mr. Duksza:** That's very unfair of you, Mr. Minister.

**Hon. Mr. Timbrell:** That's an accurate statement.

**Mr. Warner:** That's entirely unfair, because without the name there usually is not much of a story and I want to protect that



person so I'm not using the name. I will give you the name privately. After that investigation is carried out, surely I'm entitled, in order to satisfy the questions that have been raised with me by constituents, to have that inspection report. I don't take that to be unreasonable.

**Hon. Mr. Timbrell:** Many times what you receive as a result is a letter from a minister of the Crown, whether it's me or whomever, saying what has been done; that the staff went; that they did X, Y and Z and here's the result; that we either agree or disagree and if we agree, this is the action that's been taken. It's not unlike medical records in a sense. The inspectors would make additional notations to themselves, perhaps, about personalities or of somebody who is difficult, or whatever.

**Mr. McClellan:** Do those reports to you say that?

**Hon. Mr. Timbrell:** I suggest to you that a letter from the minister of the Crown in answer to an inquiry should be a significant answer.

**Mr. Warner:** I'm glad you mentioned about medical records. As you're well aware, when we have cases at the Workmen's Compensation Board we are entitled to those medical records when given a letter of permission by the constituent. Those medical records are often extremely important in trying to defend that person against the board.

Those are medical records. What I'm asking for is an inspection report carried out in an objective fashion by your civil servants. I don't think that that's unreasonable and I will hold to that. I think that's the key point that's missing to make this document relevant—the recommendations on the review of the nursing home legislation. There is no background compendium of material here. There are no reports from inspectors so we don't know all of the information. Without all of that information, how on earth can we sit down and reasonably put together a critique of all of these recommendations, which I take it is what you want. You started out by saying that's what we should do.

**Hon. Mr. Timbrell:** With respect, we're going to agree to disagree, but I sat here in the estimates for ComSoc or in the House one day and you said the situation is just shocking or terrible and we should have a full-scale inquiry. With respect, what can you base it on?

**Mr. Warner:** So do you want me to start

listing them? Do you want me to go back over the situation?

**Hon. Mr. Timbrell:** We can spend the next eight or nine hours on it.

**Mr. Warner:** Then that only proves the point, doesn't it? It may take eight hours to drag out all of the details.

**Mr. Cooke:** That's a stupid way, a ridiculous way to have to run a government where you have to drag out cases of people who are getting bad treatment in order to get government to move.

**Hon. Mr. Timbrell:** With respect, you know that that's a crock.

**Mr. Cooke:** It's happening at ComSoc. It's happening here. It's the only way that you get this government to move.

**Hon. Mr. Timbrell:** It's an overflowing crock. You know very well that every complaint is investigated thoroughly. If I had any complaint with my own staff this past summer about MacLaren House, which you mentioned earlier, as I indicated in the letter to your colleague from that area, it was because we tried to get back to her too quickly and did too hurried an investigation. That inspector was up until 5 o'clock in the morning doing the inspection and writing a report to get it back to Toronto so that I could give an answer in the Legislature.

As a result of that, I said: "If it takes you two days or if it takes you four days, I don't care. Do a complete and thorough inspection. If it means taking a few extra days to get back to the member, then so be it." We will not again do a quickie, if you will, just to try to be responding to a member of the Legislature the very next day.

**Mr. Warner:** I appreciate that. I assume those people in your ministry branch who do the inspecting are capable people who want to do a thorough job. I will just say once more and then I will leave it for now that those inspection reports are extremely valuable and provide the background information.

Obviously in your recommendations throughout the first section there must have been causes for concern. Otherwise, there would not have been recommendations made about records, the audited financial statements which they turn in whenever they please. Your recommendation is that they should be turned in at the end of the fiscal year. In the sections on nutrition, communicable disease or whatever it is—in fact, all the way through—there have been recommendations made. Whether they are good or bad, the recommendations obviously must have flowed from some concern.

It's that background of concern which I say is important to deal with before we can proceed any further. My background of concern has been that I have repeatedly seen in the newspaper and have repeatedly had handed to me by colleagues, complaints about nursing homes from one end of this province to the other—in Thunder Bay, Ottawa, Windsor, Toronto and so on. I am saying that from the number of complaints which have been lodged and the wide scope of those complaints, because they range all the way from residents getting ripped off on ceramics to residents actually not being fed, there is a sufficient amount of concern to ask for a proper inquiry into this whole business.

You are saying that that isn't so, that we should not have a public inquiry and, secondly, we should not see those inspection records. You haven't presented me with any good reason why we should not see those.

**Mr. Cooke:** Could I say something about inspections?

**Mr. Warner:** I will defer to my colleague.

**Mr. Cooke:** Let me ask you about these inspection reports. I brought to your attention in the Legislature a nursing home in my riding because the situation, in my opinion, was so gross it deserved being brought up during the question period. The report that came out from the Windsor metropolitan health unit is quite a bit different to the report you gave in the Legislature. I phoned the head of inspection, Mr. Graham, and asked to see a copy of the pre-sale inspection and every inspection that's been done since February of this year until the present time. Mr. Graham said these inspection reports are confidential.

I think the residents who are paying the shot either through OHIP or on their own should have a right to look at the nursing home. Since your party believes so much in free enterprise, we should be able to tell people what these homes are like so that there's open competition. I would like to ask you about the reports. Mr. Graham said if I get permission from you I would be able to look at those inspection reports on the home that I brought to your attention. I am asking you right now if I could have permission to look at the Windsor nursing home inspection reports, the pre-sale report and the reports up to the present time.

**Hon. Mr. Timbrell:** I keep coming back to it. You got the results of the inspection in my statement in the House.

**Mr. Cooke:** Your statement to the House was about—

**Hon. Mr. Timbrell:** Just a minute, I

listened to your statement. I said if there are any aspects of my report, which is based entirely on the inspection reports, with which you disagree or on which you have different information either through personal observation or reports, then I want to hear about it. I haven't heard from you since.

**Mr. Cooke:** I made it quite clear in the open letter that I wrote before you even made your statement, and that was based on—

**Hon. Mr. Timbrell:** I don't know; you picked that up from your predecessor. Fred and I traded the open letters back and forth for two years when I was with the ministry. It got to be silly. I said to you in the Legislature when you rose following my statement, that if you had any different information, let me know about it. I haven't heard it.

**Mr. Cooke:** You might call this open letter just an exercise in futility—perhaps writing to you is an exercise in futility. However, there were a lot of facts in this letter and I pointed out that I saw these things myself when I went to the nursing home. The only reason the inspectors got to that nursing home was that I brought it to their attention. They did not contact the metro Windsor health unit until I brought it to their attention that they should.

I do realize, as you stated in the House, that they don't have to, because the health unit is not responsible for inspecting these homes. Nonetheless, since most of our provincial government services are centred in London, there are no nursing home inspectors who can make it to Windsor on a Sunday if there is an emergency. The only people available are the metro health unit inspectors. So they came out.

There were facts in this letter and the facts haven't changed. I have checked with Mr. Francis who was the inspector for the metro health unit, and he confirms everything that I said, which is not at all like your report. Mr. Francis is sending me a copy of his report, but again I would like to know if I can see these inspection reports. If not, why not? Certainly a two- or three-minute statement in the House can't possibly summarize the entire inspection in that home.

**Hon. Mr. Timbrell:** I will take your question under consideration and think about it until tomorrow.

**Mr. Cooke:** So I will get an answer tomorrow?

**Mr. Warner:** Mr. Chairman, just to finish up before dinner and to correct something on the record. When I initially brought up the questions about Kennedy Lodge Nursing Home, the minister tried to suggest there



were just sort of ongoing investigations from time to time. I assume that that's what's done. According to the information from your office, the original investigation, based on a number of complaints, began in March 1977 because between October 1976, when the place opened, and March, there had been four different administrators.

**Hon. Mr. Timbrell:** February.

**Mr. Warner:** You carried out your investigation and I was curious because I did not get a letter. I was curious about what was going on, so I phoned and spoke to a Mr. van Zyl in your ministry. I got a letter back on August 24 of this year from Mr. Wiseman:

"Thank you for your letter of August 8 concerning Kennedy Lodge Nursing Home which you addressed to the Hon. Dennis Timbrell. The major faults which Mr. van Zyl of our inspection branch referred to, which have now been corrected, were internal operating problems. They were as follows: records—medication records and incident records were not being kept properly; house-keeping—some disinfectants and cleaning materials were not being stored in locked cabinets; call system—in some of the bath-rooms call bell cords were not in easy reach of the residents. The above-mentioned faults have all been corrected and at the present time there are no major problems in the nursing home."

The business about the food and the temperature in the rooms, 50 degrees, was not included. Both items were raised by the administrator during a casual conversation that I had with her last week. That's the very reason I am asking for those reports. Obviously, otherwise I would have to go and check with the home itself after getting letters back. That's very difficult to do with 378 homes in the province of Ontario.

**Hon. Mr. Timbrell:** Didn't the complaints about temperature and food go back to

almost the beginning of the home? Am I correct that the inspections which led to this report were in August?

**Mr. Warner:** A six-month period—and so you should forget about the earlier ones?

**Hon. Mr. Timbrell:** You're saying the major problem is that the letter doesn't refer to every single inspection that has been done up to that point in time about that particular nursing home. I don't know how many there have been but it is true that the letter doesn't refer to all of them. The corrective action with respect to food and temperature had been taken six months before—

**Mr. Warner:** Regardless of how you argue this about, whether or not I should receive all of the information, I take it you found there was no reason to fine these people for what had happened because these major faults had been corrected. The faults were major, but not major enough to warrant any fines.

**Hon. Mr. Timbrell:** Fines, as I understand it, are imposed when people wantonly and willingly flout or break the law. Surely we're not in the business just to be laying charges. I think charges should be laid where the circumstances and the facts warrant them, when there is reason to suspect that people have knowingly broken the law or the regulations. If you're suggesting that we should go around laying charges in every single case, I don't think that's reasonable.

**Mr. Warner:** No, that's not what I suggested. This seems like a good point to break in the exercise of futility and we can pick it up again tomorrow.

**Mr. Acting Chairman:** This committee will meet again tomorrow following the question period. There are approximately eight hours and 50 minutes left.

The committee adjourned at 6:02 p.m.



APPENDIX  
(See page S-725)  
ETHNIC PUBLICATIONS

DAILY AND WEEKLY

Language	Name of publication	Language	Name of publication
Arabic	Al Raid Al Arabi	Italian	Il Samaritano (La Voce)
English	Contrast	Italian	La Settimana
English	Canadian Jewish News	Italian	Il Tevere
Chinese	Chinese Express	Italian	La Gazzetta
Chinese	Shing Wah Daily News	Italian	Vita Italiana
Czech, Slovak	Kanadsky Slovak	Japanese	The Continental Times
Dutch	De Nederlandse Courant	Japanese	The New Canadian
Dutch	Calvinist Contact	Korean	New Korea Times
Estonian	Meie Elu	Korean	Canada News
Estonian	Vaba Eestlane	Korean	The Korean Journal
Finnish	Canadan Uutiset	Latvian	Latvija-Amerika
Finnish	Vapaa Sana	Lithuanian	Teviskes Ziburiai
German	Toronto Courier	Polish	Glos Polski
German	Ontario Courier	Polish	Zwiazkowice
German	Torontoer Zeitung	Polish	Polish Canadian Courier
German	Kitchener Journal	Portuguese	Correio Portugues
Greek	Hellenic Free Press	Serbian	Glas Kanadskih Srba
Greek	Greek Canadian Weekly	Serbian	Kanadski Srbobran
Hungarian	Magyar Elet	Spanish	Correo Hispano-Americano
Hungarian	Kanadai Magyarasag	Spanish	El Popular
Hungarian	Menorah	Spanish	Mundo Ilustrado
Hungarian	Sportthirado	Ukrainian	Homin Ukrainy
Italian	Corriere Canadese	Ukrainian	Nasha Meta
Italian	Corriere Illustrato	Ukrainian	Novy Shliakh
Italian	Il Giornale di Toronto	Ukrainian	Vilne Slovo

SEMI-MONTHLY

English	Jewish Standard	Indian	Malayalee
English	Jewish Times	Indian	Perdesi Panjab
English	*Toronto Jewish Press	Italian	L'Ora di Ottawa
Czech	Novy Domov	Pakistani	Fortnightly Crescent
Danish	Modersmaalet	Pakistani	Pakistan Time
Dutch	Hollandia	Pakistani	Akhbar-I-Gulrang
Greek	Greek Messenger	Portuguese	Jornal Acoreano
Indian	India Times	Punjabi	Asia Times
Indian	India Star	Swedish	Canada-Svensken
Indian	*India Calling	West Indian	Talking Drums
Indian	India Digest		

MONTHLY

Belorussian	Bieloruski Holas	Ukrainian	Lemko News
Dutch	Pioneer	Ukrainian	Moloda Ukraina
Danish	Scand. Can. Businessman	Ukrainian	My I Svit
English (Black)	Spear	Ukrainian	Svitlo
German	Hamilton Journal	Ukrainian	Yunak
Italian	Communita Viva	Ukrainian	Novi Dni
Korean	The Third Day	Ukrainian	Zinochy Svit
Polish	Krzyk	Romanian	Ecouri Romanesti
Portuguese	Comunidade	Romanian	Rumanian Voice
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Slovanian	Slovenska Draava		

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**Ministry of Health officials taking part:**

Backley, W. A., Deputy Minister  
 Buchanan, D. M., Director, Insurance Claims Branch  
 Corder, D. W., Director, Inspection Branch  
 Coulson, E. G., Acting Director, Drugs and Therapeutics Branch  
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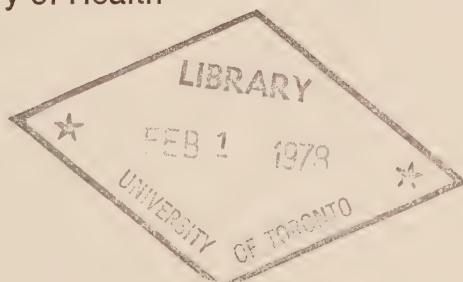
No. S-28

# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Estimates, Ministry of Health



**First Session, 31st Parliament**

Tuesday, November 22, 1977

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC



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A list of the speakers taking part in the debates in this issue of Hansard appears, in alphabetical order, at the back of this issue.

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## LEGISLATURE OF ONTARIO

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TUESDAY, NOVEMBER 22, 1977

The committee met at 3:25 p.m.

### ESTIMATES, MINISTRY OF HEALTH (continued)

On vote 3120, institutional health services program; item 1, program administration:

**Mr. Cooke:** The minister was going to give me an answer today as to whether or not he would give me copies of the various inspection reports for the Windsor Nursing Home.

**Hon. Mr. Timbrell:** Mr. Chairman, there are a couple of things which came up yesterday vis-à-vis nursing homes and I think perhaps what I'll do, if I may, is respond to the several concerns which were raised yesterday in connection with our discussion on nursing homes and I'd like to provide the following information.

First, the member for Scarborough-Ellesmere (Mr. Warner) requested information on the number of extended care residents in St. Raphael's Nursing Home in Scarborough. He seemed highly sceptical as to whether or not the 75 per cent extended care bed ratio as required by legislation was being adhered to in this home. In actual fact, this requirement is being exceeded. The home is licensed for 245 beds, 75 per cent of which is equal to 191 that must be used for extended care. No, somebody has got the numbers reversed here in my notes—the home is licensed for 252 beds, and 245 are occupied as extended care beds, which is 99.2 per cent of licensed capacity, which is obviously far in excess of the 75 per cent requirement.

Second, Mr. Warner made the following statement, and I quote: "What happens, then, if I give you the name of someone at the Kennedy Lodge Nursing Home who, it is claimed, is actually not being fed? The woman requires assistance in order to be fed. She can't feed herself and it takes a long time to feed her. Somebody actually has to take the time to do that, okay, and in the rush of supper it doesn't happen. Now what would happen if I gave you the name?"

As I indicated yesterday, the matter would be looked into immediately. As a matter of fact, the complaint was fully investigated

yesterday and I would like to submit the following report:

The resident in question is 61 years old with a diagnosis of pre-senile dementia, Parkinsonism and diabetes mellitus. Admitted to the nursing home on November 25, 1976. No weight was recorded on admission but it was noted that she was unsteady on her feet and it was not possible to obtain an accurate weight. However, weights of 80, 76, and 73 pounds were subsequently recorded in March, May and June respectively. During the complaint investigation, a weight of 82 pounds was recorded.

The nursing staff advised the inspector that the resident ate a complete supper meal consisting of four to six ounces of milk, six ounces of tea, half a slice of buttered bread, one dinner-plate serving of shepherd's pie and rice pudding at about 1700 hours or 5 o'clock. At approximately 1900 hours she had an evening snack consisting of a meat sandwich and a cup of tea. The resident's husband was present during the inspection. He fed her a cookie, a banana and a chocolate bar. He was also in attendance during the meal time and confirmed that she ate a substantial meal. He appeared surprised at the visit and said that he had no complaints whatsoever about her food intake.

Third, Mr. Warner repeatedly asked to see copies of the inspection reports. It will not be possible to comply with this request since, as a general policy, my ministry believes that information pertaining to the private affairs of a citizen and revealed to the ministry pursuant to a requirement of a statute or regulation, ought not to be disclosed by the ministry except in the context of the administration of that statute or regulation, or at the most, the administration of associated ministry legislation.

In addition, I might add that this policy is not unique to Ontario. In Alberta, for example, copies of reports are confidential and are not released to the general public. If questions or complaints are received by the Alberta Hospital Commission, the contents of the reports are used to prepare the appropriate response. In Saskatchewan, there is no specific policy with respect to the release of reports to the public; however, the reports are

considered to be confidential. The Assistant Deputy Minister of Social Services of that province observed that the lack of policy in this regard may be attributable to the fact that there has been no request from the public for copies of these reports. In Manitoba, nursing home inspection reports are also considered confidential and are not released to the general public.

Finally, whenever a complaint is received by my ministry from a member, the following procedure will be followed:

1. The complaint will be investigated by the nursing home inspection service.
2. The director of the inspection branch will submit a memorandum to me, outlining the findings of the inspector.
3. The member will receive a letter from me, or from Mr. Wiseman, my parliamentary assistant, responding to the original inquiry and a copy of the memorandum from the director of the inspection branch to me will be attached.

There were also some concerns with regard to the Leisure World Nursing Home. Is the member here?

Mr. Cooke: No. He will be coming. We may be past this item, that's all.

Hon. Mr. Timbrell: Okay, let me get it on the record. The complaints have to do with the Leisure World Nursing Home in Scarborough, Ontario. The complaints regarding the above-mentioned nursing home were investigated. I am purposely leaving out the section dealing with the names of the people in order to protect their anonymity. The following complaints were made:

[3:30]

First of all, on September 15, 1974, a resident was given Graval, despite known allergy to this medication. This was the complaint. When we looked into it we found that a relief nurse on duty gave Graval to the resident without reference to the resident's chart, which clearly indicated her allergy to this medication. The resident broke out into a rash which did not subside until the following day, and as a result of this investigation the administrator was interviewed regarding this complaint on September 18, 1974. She was instructed by the nurse inspector to ensure that new and relief staff are made familiar with nursing home procedures, especially with regard to giving medications.

The next complaint had to do with the fact that a resident hired a special nurse since there were only two aides on duty. This was the complaint. A special nurse was hired for the mother of the complainant and the nursing home reimbursed the complainant for the RN's fee as an attempt to establish better

communications between the complainant and the nursing home. As a result, the staffing recorded on the time sheet for the night shift on the day in question could not be determined for the individual units as staffing was allocated for the six nursing units from the main nursing supervisor's office. Since this time they have been advised to staff each building individually and record separately, naturally, the staffing for each shift in each building.

The second part goes on for about three pages. Maybe it would be better to wait for that member, otherwise I could go through the whole list of complaints. I am trying to indicate how each of the complaints was followed up and investigated and what happened as a result of the investigations. It might be better to wait for the member for Scarborough-Ellesmere and see if there are any he wants to go into in particular, or I can read the whole list when he does get here.

Mr. Cooke: I think he will be here shortly. Your answer to my question about the inspection report with regard to Windsor Nursing Home is that you have thought it over and you will not share that specific inspection report.

Hon. Mr. Timbrell: I said that in every single case of a complaint from a member to me, or to my parliamentary assistant, who generally looks after the nursing home side of things along with some other things, every single complaint to us will be investigated, as would any complaint. In addition, there will be prepared by the director a memorandum to Mr. Wiseman or to myself indicating the result of the inspection and what has been done or what is proposed to be done, and you will get a copy of that report from the director of the branch.

Mr. Cooke: I think what I'm going to try to demonstrate to you now will maybe demonstrate why I have some concern about that process. I'd like to read from Hansard your report on the Windsor Nursing Home and then I am going to read a report that I have in front of me from the metro Windsor-Essex county health unit on that same incident.

Hon. Mr. Timbrell: That's the one I asked you to get to me 10 days ago.

Mr. Cooke: It just arrived in my office yesterday in the mail. I should point out that it says right on here, "Carbon copy to Mr. Dennis Timbrell, Minister of Health," so you've had that report.

Hon. Mr. Timbrell: Not necessarily.

Mr. Cooke: Then you have the same problems with the mail as I do.



**Hon. Mr. Timbrell:** My only point is that 10 days ago you were telling me that my response was wrong and I asked for the information.

**Mr. Cooke:** I had this information over the phone. I realized that I had given it to you orally and you weren't willing to believe me at that point and I had to have something in writing. Let me read to you your answer in the House on November 14:

"The second question, Mr. Speaker: Last Monday I was asked by the hon. member for Windsor-Riverside (Mr. Cooke) to look into an incident at the Greater Windsor Nursing Home, which I believe is in his riding.

"I have done so and it would appear that while a sewer backed up on the floor of this nursing home, the results were somewhat less serious than originally suggested. No one at that nursing home slept in rooms flooded with six inches of raw sewage the night of November 5. In fact, as soon as water backing up from an overflowed toilet began to enter the only occupied room on that floor, the four residents were moved up to the main floor sitting room where beds had been prepared for them.

"The nursing home administrator had difficulty in contacting the maintenance man, and since there was just a small puddle of water on the floor, the washroom was simply closed. By morning, however, the situation had worsened. The maintenance man called a plumber; some roots in the sewer system were removed and appropriate cleaning procedures were carried out in the washroom, the hall, and the room used for the four residents.

"This incident has been thoroughly investigated and the site visited by both the local medical officer of health and the chief public health inspector in the metro Windsor-Essex county health unit, as well as by an environmental health inspector and the regional nursing home supervisor for my ministry's nursing home inspection service.

"Other than to suggest the administrator of the nursing home might have acted more promptly in correcting the problem and in advising the ministry, neither my staff nor the local health unit staff found cause for complaint. We will register our concern about these matters with the licensee and will reiterate our requirements regarding notification to my ministry of incidents of this nature." This goes on to talk about that regulation.

I'll now read to you a report by Mr. Francis, who is the chief health inspector for the metro Windsor-Essex county health unit. This report is to Dr. Jones.

"At approximately 3 p.m., Sunday, November 6, 1977, I received a call from Windsor

police re Windsor Nursing Home, 6475 Wyandotte Street East, Windsor. Sewage was backing up due to a blockage and flooding some residents' rooms. At 3:15 p.m. I visited the home and confirmed that the lower-level rooms were flooded. Faeces, toilet paper was all over the floor. Dan Docherty was using an industrial type vacuum to remove the water et cetera.

"I identified myself to the person in charge, Mrs. Clayton, RN. Mr. Moffat, the administrator, was contacted and he assured me that a plumber had been called Saturday, November 5.

"Mrs. Moon, RN, second in charge, stated that the flooding occurred just before 2 p.m., Saturday, November 5. Immediately, she contacted Mr. Moffat. According to Mrs. Moon and Mrs. Clayton, no one arrived until approximately 11 a.m. on Sunday, November 6, when Pat Docherty, the maintenance man, arrived, turned off the water supply to the water closets that were overflowing and instructed the staff not to use these washrooms. Eight persons spent the Saturday evening in the lower level while the sewage was on the floor.

"3 p.m., Sunday, November 6, 1977. According to Mrs. Clayton, two to three inches of water was still on the floor when she reported for work. The medical officer of health was advised by telephone of the situation.

"4:05 p.m., Sunday, November 6. The plumber arrived with an electric eel. According to information provided by him, he was not called until approximately 1:30 p.m. on Sunday." It gives the plumber's name. "By 4:45 p.m. the blockage was cleared.

"Instructions were given to clean and disinfect floors, walls and equipment in this lower level as follows: All beds to be washed"—and it goes on to give the instructions the medical officer of health gave.

"Conclusion. The evidence suggests a breakdown in communication in the administration. Administrator has no authority to contact any emergency services. He must proceed through the maintenance man, who, in this case, could not be located until 7:30 a.m., Sunday, November 6." Then it goes on to say there was a follow-up inspection.

Clearly, from that report, there is quite a difference from the report you have.

**Hon. Mr. Timbrell:** I think the one difference was a question of whether any residents were in fact in those rooms overnight.

**Mr. Cooke:** Is that not a major difference?

**Hon. Mr. Timbrell:** Yes. All I can tell you is that the report I got reads as follows: "The residents were moved out when the room was first flooded"—the memo up to us—"and will

not be returned until after 4 p.m., Monday, November 7, 1977."

**Mr. Cooke:** I can tell you that I also visited that home and on Sunday when I arrived at 5 o'clock the beds were still downstairs.

**Hon. Mr. Timbrell:** The beds may have been but there were alternative accommodations—

**Mr. Cooke:** No, there weren't. The beds had to be disinfected and moved upstairs. They don't have eight beds upstairs in the lobby.

**Hon. Mr. Timbrell:** Well, let's go through it. This is a report hour by hour. Let me just read this: "Persons interviewed—Mr. D. Moffat, the administrator of Windsor Nursing Home; Mr. E. Francis, chief public health inspector, metro Windsor-Essex county health unit." It's from our co-ordinator of environmental health inspection and it says:

"Foreword: The following information is further to the report of November 7, 1977, regarding the blocked drain situation that occurred over the past weekend at Windsor Nursing Home.

"The administrator of the nursing home, from whom yesterday's information was obtained, has somewhat modified his account and provided more detail. Further, new information has been obtained from Mr. E. Francis, chief public health inspector, Metro Windsor health unit." What's the date of this, so we can get everything in order?

**Mr. Cooke:** The report of Mr. Francis is dated November 15, so he had a full week to think about his report before he submitted it to Dr. Jones.

**Hon. Mr. Timbrell:** I'm just asking about the date of this, November 8, so that was what? Two weeks ago today.

"Information provided by Mr. Moffatt, administrator: Saturday, November 5, 2:30 p.m.: One lower floor toilet backed up. Because bits of Styrofoam were observed, it was assumed that the blockage was due to a Styrofoam cup having been flushed down the drain and thus believed that the condition was local.

"2:40 p.m.: The administrator was contacted at home and informed of the blockage. He left instructions that if the situation got worse he was to be called and also if no one showed up to take action, he was to be called. The washroom was blocked against further use.

"2:45 p.m.: The administrator paged the maintenance man on the telephone pager but there was no response. He telephoned his home but got no response also.

"11 p.m.: Staff have stated to administrator that at 11 p.m. there was a small amount of flooding at the washroom doorway but the hallway could be used without walking in it. No objectionable odour was noticed. The staff did not consider that the condition represented a major problem requiring immediate attention and, therefore, did not call the administrator."

This is one I haven't seen until now but we'll see where it leads us.

"Sunday, November 6, 7:30 a.m.: Staff telephoned the administrator regarding the condition, which was worsening because of the use of the toilet on the second floor.

"7:40 a.m.: The administrator contacted the maintenance man at his home in Essex and instructed him to go to the home and, when there, to telephone him back regarding the situation.

"10:30 a.m.: Maintenance man arrived at nursing home and found very little flooding in the hallway of lower floor. The bedrooms were still dry. He shut off the water supply to the lower and upper toilets. Maintenance man gave instructions to have the flooding mopped up and advised the staff not to use the upper and lower toilets involved. However, the upper toilet was later used.

"12 noon: Maintenance man contacted the administrator and left the building.

"12:10 p.m.: McAvoy Plumbing of Windsor was contacted. Mr. McAvoy was not at home but his wife took the message.

"2 p.m.: When the sewage in the hall commenced to enter the one occupied bedroom on the lower level, the four residents of this room were moved out of their beds and up to the main floor to where beds had been set up in the sitting room. The staff contacted the administrator by telephone. A cleaning crew consisting of two men arrived and commenced using an industrial vacuum to remove the sewage.

"3:15 p.m.: Mr. E. Francis, chief public health inspector, metro Windsor-Essex county health unit arrived at the nursing home.

"3:30 p.m.: McAvoy Plumbing arrived and went to work to clear the drain by means of an electric eel.

"3:45 p.m.: The administrator arrived at the nursing home.

"4 p.m.: All sewage cleared"—

**Mr. Cooke:** Certainly the 3:45 p.m. time is incorrect. I was at the nursing home and he didn't arrive until 5:30.

**Hon. Mr. Timbrell:** Let me finish.

"4 p.m.: All sewage cleared and work of disinfecting the floors, lower part of walls and lower section of furniture was started.



Health unit instructions were complied with.

"4:45 p.m.: Work of clearing the sewer line to the street sewer completed by the plumber. Tree roots were found to be the cause of the blockage. The blocked lines served one area of the nursing home only. One or more other sewer lines served the remainder of the nursing home.

"Monday, November 7, 9:30 a.m.: Dr. J. R. Jones, MOH metro Windsor-Essex county health unit visited the nursing home and expressed satisfaction regarding the action taken by the nursing home.

"5 p.m.: The four residents who had remained in the main floor sitting room on the instructions of the MOH were returned to their lower-floor bedroom."

There's a footnote that says during the day Dr. Jones's executive assistant was contacted. He stated that to the best of his knowledge Dr. Jones was satisfied with the action taken by the nursing home. Dr. Jones was not available at the time.

"Tuesday, November 8, 9:30 p.m.: Dr. Jones, MOH, was contacted and he expressed satisfaction with the action taken by the nursing home.

"Information provided by Mr. E. Francis, chief public health inspector:

"Sunday, November 6, 3 p.m.: Mr. Francis received a call from the Windsor police as a result of being contacted by relatives of residents of Windsor Nursing Home.

"3:15 p.m.: Mr. Francis arrived at the nursing home. He found sewage on the floor of the lower level and an industrial vacuum being used to clean it up. He observed sewage to a depth of three to four inches in the lower hallway from a vantage point on the balcony. He did not enter the bedrooms but assumed that all the rooms, with the possible exception of one, would be flooded to some degree.

"4:45 p.m.: Sewer had been cleared by plumber and roots were found to be the cause.

"12:10 p.m.: The next day, B. Droom, environmental health inspector, nursing home inspection service, arrived at the nursing home.

"12:30 p.m.: Mrs. J. Watt, regional nursing supervisor, nursing home inspection service, arrived at the nursing home."

There are two points of view involved. The nursing home administrator took the stand that there was no indication of anything more serious than a blocked toilet on Saturday. He obviously believed the condition could have waited for a convenient moment for repair. There is no question but that the problem was not adequately diagnosed.

Mr. Francis states that the overflowing toilet should have received prompt attention on Saturday and is critical of the nursing home for the delay in action. He is of the opinion that the flooding must have been substantial on Saturday night. This contrasts with the administrator's statements of the condition being very minor.

[3:45]

The revised information provided by the administrator of the nursing home, in combination with the additional information supplied by the chief public health inspector, E. Francis, strongly suggests that the condition on Saturday should have been diagnosed to be of greater seriousness than that of an individual toilet stoppage.

It is now apparent that the nursing home administrator was at fault for not seeking competent evaluation of the problem on Saturday, and an emergency drain service engaged on Saturday would have avoided the sewage backup that occurred on Sunday.

Mr. McClellan: You might as well be reading it in Latin. I can't understand a word you are saying, with respect.

Hon. Mr. Timbrell: I am speaking English.

Ms. Gigantes: He is reading it low and quick—

Mr. McClellan: Totally unintelligible.

Ms. Gigantes: —as they say in eastern Ontario.

Hon. Mr. Timbrell: Do you want me to re-read it?

Mr. McClellan: No.

Ms. Gigantes: Don't mumble.

Mr. McClellan: If you would table it, it would solve all the problems.

Mr. Cooke: That's the inspection report he doesn't want to share with us.

Hon. Mr. Timbrell: No, this is the kind of memorandum that would come up to our senior people, to my office.

Mr. Cooke: Clearly, though, from the statement you made in the House on this particular incident, you preferred to take the administrator's point of view that it was a very minor flooding on Saturday night.

Hon. Mr. Timbrell: Hold on.

Mr. Cooke: You said right in your statement in the House that there was minor flooding on Saturday night.

Ms. Gigantes: A puddle.

Hon. Mr. Timbrell: The point is that neither the chief inspector for Windsor nor this person was there on Saturday night. So we would have only the one version.



**Mr. Cooke:** No, we don't. Mr. Francis talked to the two RNs who were in charge, Mrs. Clayton and Mrs. Moon, both of whom gave him the information in his report. You prefer to believe the administrator, who was not there; I would prefer to believe the two RNs who were in charge and in the nursing home when it occurred.

**Hon. Mr. Timbrell:** Let's look at the bottom line. The fact of the matter is that the conclusion of the inspectors is that they were in error for not having taken prompter action. That has been indicated to them.

**Mr. Dukszta:** That's not what you said in your answer, either.

**Hon. Mr. Timbrell:** There is some additional information, but I think I did indicate at the time that we drew to their attention the responsibilities for reporting incidents promptly.

**Mr. Cooke:** Can I point out something to you? And I have a letter here that I want to read at some point too. On the Monday when I contacted the nursing home branch they went out. On Tuesday I contacted Mr. Graham, I believe it was, or someone else from your ministry to check to see if they had contacted Mr. Francis or Mr. Jones. I was told they didn't. I also talked to Mrs. Watts from the London office at that point.

It was at that point that apparently they did talk to Mr. Francis and the medical officer of health, and clearly they should have been contacted. The only reason they were contacted was because I insisted on it. In fact, Mrs. Watts made a statement to me that really upset me. She said: "You've got to understand that these incidents are always over-exaggerated." She made a statement like that, until I told her that I had visited the place, then she was a bit quieter. But obviously that's the type of attitude that is usually prevalent when you go to inspect a nursing home.

**Hon. Mr. Timbrell:** As I indicated to you in the House, the reason for that, of course, is that a number of years ago the municipalities were, if you will, put out of the nursing home inspection business just as, a few years after that, the province took over construction safety inspections. If you are suggesting that perhaps the public health unit in Windsor re-assume that, I would be prepared to consider that.

**Mr. Cooke:** Mr. Francis's comment to me was that if the province doesn't want to do the job properly, we can do a better job.

**Hon. Mr. Timbrell:** That is the reason why the province got into it, because there were

so many instances where it wasn't being done.

**Mr. Cooke:** Well, this is sure an instance where your ministry didn't do a very good job.

**Hon. Mr. Timbrell:** Are you suggesting—

**Mr. Cooke:** Can I finish, please?

**Hon. Mr. Timbrell:** Are you suggesting—

**Mr. Cooke:** No, I have a better suggestion. In Essex county there happens to be eight nursing homes with 962 beds and in Kent county there happens to be seven nursing homes with 436 beds. I would suggest that you might reverse the trend that has begun with moving everything from Windsor to London, and now station a nursing home inspector in Windsor to cover those particular areas. That might be something worth considering.

**Hon. Mr. Timbrell:** What kind? Do you want a nursing inspector? An environmental inspector?

**Mr. Cooke:** I understand there are different types of inspectors. Take a look at it and see whether your environmental inspectors would be the people to deal with emergencies. And maybe that is the type of person we should have in Windsor.

**Hon. Mr. Timbrell:** I'll look at your suggestion.

**Mr. Cooke:** I have a letter here that I would like to read, and I am not going to divulge the name of the person who wrote the letter because her position would certainly be in jeopardy. She writes: "Several years ago I worked as head nurse at a rather large nursing home for the aged here in Windsor. I did this at the request of the administrator, who has since retired. I found the conditions deplorable and unbelievable. The toilets were frequently out of order and staff and patients were being blamed for stuffing them with paper.

"Diets were inadequate and of poor quality, especially for patients receiving insulin. On checking some of their blood sugar levels, I found the dosage of insulin inaccurate. In some cases I concluded that the condition could have been adequately controlled through a proper diabetic diet.

"It appeared to me that certain patients' Green Shield medical plans were being used for other patients' medical needs, since the druggist phoned me up on several occasions and questioned me about this. I transferred the calls to the administrator, who proceeded to blame the nurse who had been there previously.

"The details of this case, along with another similar experience I had at another

nursing home, I forwarded to Fred Burr, your predecessor in this riding. However, I must be discreet in what I write," and she goes on to say she does not want me to release her name.

**Hon. Mr. Timbrell:** Does it indicate which homes?

**Mr. Cooke:** It does not indicate which homes. I certainly know which homes they are.

**Hon. Mr. Timbrell:** Well, let us know. In this case, this one has recently changed hands, hasn't it? In the last year?

**Mr. Cooke:** The only point I am making is that this type of thing certainly is quite common.

**Hon. Mr. Timbrell:** Hold on. I don't know whether it is fair to say that.

**Mr. Cooke:** She is not the only person I have talked to. If there is any issue that I have got a lot of reaction from, it is this nursing home. I have had at least 30 contacts since I brought up this one nursing home, and I have had other complaints about other nursing homes that I have brought to your attention.

**Hon. Mr. Timbrell:** I will be pleased to hear what your solution is.

**Mr. Cooke:** I have a solution. It was suggested yesterday that one thing your government should look very seriously at is a public inquiry into the problems of nursing homes. I heard your answer yesterday, but I think there are several issues that have to be looked at.

First, I think we should be looking at the quality of care and whether the basic needs of the residents in the homes are being served. There has been some evidence to indicate that even the basic needs, food and environment are not even being adequately supplied. It is important that we start looking at the rights of senior citizens or the rights of the residents. When I say "rights" I mean the rights to these inspection reports. They are paying the shot; they should know. I would think these inspection reports should be posted in the nursing homes so the residents who live in them know exactly what is going on.

A proper inquiry could look into rehabilitation versus custodial care. Most people who know anything about nursing homes will tell you that what we offer in Ontario is custodial care. Basically, we put a person who is sick in there and wait for him to die. That is what it boils down to. There is no rehabilitation offered at all. In Windsor the only facility that offers a proper level of rehabilitation

is Riverview hospital, and you are closing that.

**Hon. Mr. Timbrell:** Come on! We are transferring the beds. You guys cannot call a spade a spade to save your lives.

**Mr. Cooke:** You want to call it that because it serves your legal case when you are taking them to court.

**Mr. Dukuza:** You call it a bloody shovel.

**Mr. Cooke:** I think an inquiry could look into the profit motive of nursing homes versus service, because I think that is something that really plays a large role, as well as into the quality of life of the patients in the nursing home and the quality of the inspections. They could come up with several recommendations dealing with future trends in nursing homes. It probably could be larger and take in homes for the aged and other residential settings for senior citizens.

There has been enough evidence. Unfortunately, you said yesterday that we are going to have to bring incidents to you and point out more horror stories about nursing homes in order to convince the government that a public inquiry is necessary. I think that is just a very primitive approach.

**Hon. Mr. Timbrell:** In response, I have to say that I recognize there are problems in nursing homes. The Act was last given an overhaul in 1972 and there has been a significant improvement since 1972. There continue to be problems or otherwise we would not be getting complaints, although we get complaints about public hospitals. To some extent, I think it is a function of not being well that people are perhaps more attentive to what goes on in these things and tend to complain more. I don't believe in government by inquiry or government by royal commission. I don't for a moment believe the problem with the inspections is a grave one. I indicated yesterday one of the problems is that sometimes we try to get back to the members too quickly and, as a result, some things are either overlooked or we go back to it later after the initial response is given. Then sometimes the facts change once we look into it further or some additional facts come out which change the opinion of the inspector of the branch. I've indicated to the staffs that they are to be as thorough as they can be, to be as firm as they need to be and to take as much time as they need.

**Mr. Cooke:** What clout do these inspections have when, in the nursing home I brought to your attention, the health of the residents clearly was in danger? That is a section of the regulations. I'd like to know



from your people when was the last time you fined a nursing home?

**Hon. Mr. Timbrell:** I think that was indicated yesterday.

**Mr. Cooke:** There hasn't been one in the last year.

**Hon. Mr. Timbrell:** No, not in the last year.

**Mr. Cooke:** Have there been any licences revoked in the last year?

**Hon. Mr. Timbrell:** In the last year, I don't believe so.

**Mr. Cooke:** When was the last time a licence was revoked or there was a fine?

**Mr. Corder:** In 1976, I believe.

**Mr. Cooke:** There was one incident?

**Mr. Corder:** There were two.

**Mr. Cooke:** How much were the fines?

**Mr. Corder:** I believe they were summary convictions of \$200 on five counts.

**Mr. Cooke:** We've had two in the last year.

**Hon. Mr. Timbrell:** I suggest to you, and I understand that there would be this difference between me and my party and you and your party, and perhaps Mr. Conway's party, that what you're really concerned about is that there is profit involved in the private sector.

**Mr. Cooke:** No. If I could see that there was adequate service being provided with a profit motive, then I wouldn't be concerned. What I've seen so far is that, unfortunately, profit comes before service. That is the problem. That's getting away from the fines and the revoking of licences. Since you're running on a private enterprise system, then the only way the system is going to work properly is if you have these regulations enforced properly. If they're not enforced properly, then you've got to have fines and you've got to have licences removed.

**Hon. Mr. Timbrell:** I don't disagree. My instructions to the staff of recent months have been, as I said, that they are to be as thorough as possible and they are to be as firm as possible. If they want to recommend to me the revocation of a licence or if they feel they've got sufficient grounds to pursue a court case, then they are to do so.

**Mr. Cooke:** Obviously that's not happening. I'll give you another example of a nursing home in my area, the Essex Nursing Home I referred to your ministry earlier this year. There were problems of screens not being on and flies in the place but the main problem was short staffing. I got a letter back from your assistant, Mr. Wiseman, and he

confirmed that they were not operating at the proper level of staff. There's absolutely no excuse for that. Clearly the only reason that nursing home was doing that was to save salaries and to increase profit. There should have been charges laid but there weren't. All I got was a letter back, and the nursing home said that they were going to—

**Hon. Mr. Timbrell:** As I recall, and maybe Mr. Corder recalls better, corrective action was taken. The other thing I should point out is that there are regular inspections of the homes over and above these.

**Mr. Cooke:** How often? That's one of my questions.

**Mr. Corder:** The nursing inspector goes in every three months and in general terms unless there is a complaint.

**Mr. Cooke:** On a regular basis?

**Mr. Corder:** On a regular basis; the environmental health goes in at least once a year and to investigate complaints and the fire safety at least once a year and to investigate complaints.

**Mr. Cooke:** Who goes in once every three months?

**Mr. Corder:** The nursing inspector.

**Mr. Cooke:** They would be checking staffing. Do they check the qualifications of the people on staff to make sure they are properly qualified?

**Mr. Corder:** Yes, they do.

**Mr. Conway:** How regular is that? Is that so regular as to be quite easily anticipated by the people involved?

**Mr. Corder:** I suppose you could—

**Ms. Gigantes:** The answer is yes.

**Mr. Corder:** But it's not intended to be that way.

**Mr. Cooke:** It's not intended to be that way but that's the way it is.

**Hon. Mr. Timbrell:** It's every three months. The fact is that they are regularly inspected.

**Mr. Cooke:** How often do they just casually drop in?

**Hon. Mr. Timbrell:** If we changed it to two months or four months, you'd say we got there late or whatever.

**Mr. Cooke:** How often do they just drop in? Would the best suggestion be for me to complain about every nursing home in the county I live in—

**Ms. Gigantes:** Regularly.

**Mr. Cooke:** —every few weeks or every few months so that they don't know they



are being visited? In that way we may get some proper inspections.

[4:00]

**Hon. Mr. Timbrell:** As long as you're going to do it on specific problems. If you're going to do that on a malicious basis—

**Mr. Cooke:** Not malicious—just to make sure the Act is being properly enforced.

**Hon. Mr. Timbrell:** —and not because of particular problems, I would be concerned—not surprised, but concerned.

**Mr. Cooke:** Otherwise, it will be the regular inspection every three months when they know the inspectors are coming.

**Mr. Backley:** It's not always the same day, however. They just know they're going to be visited.

**Mr. Cooke:** They know within a week or so.

**Mr. Corder:** The inspections are unannounced. They can expect that four times next year they're going to have a regular inspection.

**Mr. Conway:** Surely a former teacher like the minister could well appreciate what that's going to really mean if it's so regular as to be anticipated. It's like a Potemkin village.

**Hon. Mr. Timbrell:** The other thing is that they don't know when we get a complaint. So, for all intents and purposes, that is meeting what you're talking about.

**Mr. Cooke:** We rely on complaints to enforce the Act?

**Hon. Mr. Timbrell:** When they go in they're acting on a complaint and, if anything else looks untoward, then that is followed up.

**Mr. Conway:** I think it's been well stated by Mr. Cooke that you're really relying on the complaints syndrome to make the teeth effective.

**Hon. Mr. Timbrell:** No. You could argue, in the case of hospitals where, as I understand it, accreditation inspections are announced well ahead of time—and they're once every three years—that if you're concerned about cover-ups or revving things up for the inspection and then letting them fall down again, that's possibly even worse. The fact of the matter is that there are regular inspections, nursing four times a year, and the others once a year. Also, when we get a complaint, there is no announcement we're coming; we just drop in and want to look at whatever it is, the nursing service, the food or whatever.

**Mr. Cooke:** Can I just bring up a couple of other things? How many hearings have

been held in the last couple of years by the Nursing Home Review Board?

**Mr. Corder:** I believe we've had one.

**Mr. Cooke:** What were the results?

**Mr. Corder:** The home voluntarily surrendered its licence.

**Mr. Cooke:** Voluntarily?

**Mr. Corder:** Yes. The hearing didn't proceed.

**Mr. Cooke:** In the last couple of years we've had two fines and one hearing by the Nursing Home Review Board. That's what it boils down to. There were no licences revoked. One was surrendered voluntarily.

**Mr. Conway:** With the permission of the hon. member, could we just get some detail as to what ultimately did get to the review board?

**Hon. Mr. Timbrell:** That particular case wasn't called. Since the licence was surrendered voluntarily it was therefore not heard.

**Mr. Conway:** You can't disclose it.

**Hon. Mr. Timbrell:** No. The meeting didn't carry on.

**Mr. Conway:** I'm just wondering how bad things have to be because there are very few cases. I just wondered just what kind of horror story it really was.

**Mr. Cooke:** How many new licences have been granted in the last couple of years for nursing homes? Has that all been stopped?

**Hon. Mr. Timbrell:** There were a couple that were outstanding in 1975.

**Mr. Corder:** New ones? That's a very difficult question because of the sales involved. About 12 to 14.

**Mr. Cooke:** Do you know approximately how many beds that represents?

**Mr. Corder:** I believe somewhere in the region of 1,200 new beds were licensed but they weren't all in new homes.

**Mr. Cooke:** Would there be some transfers?

**Hon. Mr. Timbrell:** It could be an addition to an existing home or it could be a brand-new home. These were outstanding commitments that existed at the time the freeze was imposed by the Management Board of Cabinet in October 1975.

**Mr. Cooke:** One of the problems I'm having in my county—and I think it's one of the problems they're having in Ottawa—is that there are very few nursing homes. They're not overcrowded but there are only a certain number of beds available. The problem is that if there's one bed open and a person needs to go in a nursing home, he grabs it. The quality of the home doesn't

matter because that's the only one available. There isn't really any choice for the resident.

The other problem I'm running into is that too many people are accepting rest home beds. We all realize the problems with nursing homes, but the problems with rest homes are even more severe. That's something the ministry should look into or should act on very quickly.

**Hon. Mr. Timbrell:** I really don't expect you to give the ministry any credit, but could I ask you to consider the fact that the ministry over the last five years, since the then minister brought in the new Act, and the new regulation, has been trying to clean up what the ministry at the time acknowledged was not an altogether acceptable situation? It was acknowledged at the time it was going to take some time. The latest review of the Act is to try to bring it up further to current standards and expectations and to continue the improvement.

**Mr. Cooke:** I've looked at those proposals and I can't see there are any really basic changes coming in the Nursing Homes Act. I'm sure our party will be making some kind of a presentation but I'm expressing my view to you right now, as these are the estimates. I don't see any basic changes in it.

One area for sure where there is a need for basic change is in the social and recreational programs; in my opinion—and I've looked at a great number of them—they might as well be non-existent, because they're completely useless. The programs set up in nursing homes for social programs and recreation programs are there only to satisfy the Act. They are useless.

Under section 42 of the regulations, I believe, there is a provision for a patient to be represented by a lawyer if he doesn't have next of kin when he is admitted. Is that done very often?

**Hon. Mr. Timbrell:** I don't know how frequently that occurs.

**Mr. Corder:** Not very frequently.

**Mr. Cooke:** Most of the time when there's an admission it's either left up to the next of kin or the person is admitted on his own with no guarantees or safeguards for the individual's rights to be protected.

**Hon. Mr. Timbrell:** You've reached that conclusion and you're asking us to satisfy it.

**Mr. Cooke:** There are a number of people who are senile who go into nursing homes or who are to some extent not capable of making their own decisions. I would suggest that section was put in the Nursing Homes Act to protect those people and doesn't seem to be used. I'm wondering why.

**Mr. Corder:** There certainly are homes for special care residents that fall under the Public Trustee. I'm not aware of many people being declared mentally incompetent.

**Mr. Cooke:** They certainly are when elections are on. A great number of them don't vote or can't vote on aren't even put on the voters' lists because of that.

**Hon. Mr. Timbrell:** That section is there mainly for mentally incompetent people and very few are. The homes for special care people are handled by the Public Trustee.

**Mr. Cooke:** How many inspectors do we have across the province and where are they stationed?

**Hon. Mr. Timbrell:** They are in four locations. The head office is in Toronto on Bay Street where there are 10. In the London regional office there are seven. In the Ottawa regional office there are nine. In the Toronto regional office, additional to the head office, there are 15. That is a total of 41 in all.

**Mr. Cooke:** How are proper inspections done in the north when there's nothing up there?

**Hon. Mr. Timbrell:** They're done out of the Toronto office.

**Mr. Cooke:** It would be extremely difficult to have proper inspections there. They would have a very good idea of when you're coming because you would have to cover a bunch of homes all at once.

**Mr. Corder:** That's true. I suppose they know when you get off the plane, but they do go up there on an unscheduled basis and make unannounced inspections. They get the same inspection frequency as the other nursing homes in the province.

**Mr. Cooke:** Have you ever thought of placing some nursing home inspectors in places like Sudbury or some place up north?

**Mr. Corder:** Yes, we've looked at that.

**Hon. Mr. Timbrell:** It might be worthwhile to read into the record some figures about inspections.

**Mr. Cooke:** Could you just respond to that last question before you read that?

**Hon. Mr. Timbrell:** What was that?

**Mr. Cooke:** I was wondering if there is any thought of or any plan for nursing home inspectors being placed in a northern city?

**Hon. Mr. Timbrell:** No, not at this time.

**Mr. Cooke:** You don't think it could be done more effectively up north if somebody was placed up there?

**Hon. Mr. Timbrell:** I think it's being done effectively now. I'll take note of the suggestion and look at it. I just want to give you



an indication of the activity of the branch as far as inspections are concerned. This is from April 1 to the end of September, a six-month period. I'll do it by the three categories: nursing, fire safety and environmental health.

Under nursing they made 531 inspections of homes, 382 follow-up visits, 132 complaint investigations and a further 52 follow-up visits vis-à-vis complaints. The first two numbers I gave you are regular inspections; the latter two relate to complaints.

Under fire safety they made 349 inspections, 84 follow-up visits, two complaint investigations and one follow-up to a complaint.

Under environmental health they made 252 inspections and 320 follow-up visits. I should point out this kind of inspection is not just a matter of saying, "Look, this is wrong or that's wrong. Do it," then leaving it to chance that it'll be done. They do go back. So there were 252 inspections, 320 follow-ups for environmental health, 33 complaint investigations and 14 follow-ups.

That makes a total of 1,132 inspections, 786 follow-up visits to inspections, 167 complaint investigations and 67 follow-ups to complaints. Obviously that has been a very active branch in that six-month period.

**Mr. Cooke:** I'm not sure that numbers necessarily indicate too much, though, because I'm not convinced of the quality of the inspection. That's the problem.

**Hon. Mr. Timbrell:** I'm not surprised, because we start out from different assumptions.

**Mr. Cooke:** When I read these two reports to you, I don't know what else to assume.

**Mr. Duksza:** The question is quality, Mr. Timbrell, not ideology.

**Hon. Mr. Timbrell:** I think it has something to do with ideology.

**Mr. Grande:** We're talking about quality of care. That's what we're talking about.

**Hon. Mr. Timbrell:** That's a concern that all of us have. With respect, I suggest to you that your judgement is not in any small amount clouded by the fact that we're talking about the private sector here.

**Mr. Cooke:** You might feel differently if you had a relative placed in Windsor Nursing Home.

**Hon. Mr. Timbrell:** I've had relatives in nursing homes.

**Mr. Grande:** A couple of people from the riding own nursing homes.

**Hon. Mr. Timbrell:** True.

**Mr. Cooke:** Mr. Chairman, I'm finished, but I know Ms. Gigantes wants to say something.

**Ms. Gigantes:** Mr. Chairman, on the same topic: As I begin, I'd just like to indicate that the minister is well aware that with one of the homes I will speak of, the MacLaren House Nursing Home in Ottawa, complaints to the Ministry of Health, investigations by the ministry and assurances from the ministry to concerned public in Ottawa-Carleton, have been going on, to my personal knowledge, since 1966.

I would like to review very briefly the last couple of pieces of correspondence I had from the Ministry of Health concerning this particular nursing home.

On May 25, 1976, I was assured by Mr. Doug Wiseman re the MacLaren House Nursing Home that the whole matter was being re-investigated, that there was going to be a whole new series of inspections and that further action would include additional follow-up visits and appropriate legal action if necessary.

On September 27, in response to a further inquiry, he wrote to me and again tried to reassure me that conditions were going to improve at MacLaren House: "The inspections will continue and the reports will come back to us in the ministry until we achieve this goal."

My question regarding nursing homes in the Ottawa-Carleton area go back to my early days as an elected member here, and the minister is aware of them. The minister himself has had correspondence from me. I asked a number of questions in the House in the earlier part of this year, and I received from the minister a couple of communications in the latter part of the summer, one dated August 26—

[4:15]

**Hon. Mr. Timbrell:** Excuse me. Let's just clarify that so the record doesn't indicate a big gap. You asked me the questions in July.

**Ms. Gigantes:** That's correct, and in August I received further information from the minister reviewing the situation at three institutions I had questions about: the Madonna Nursing Home, MacLaren House Nursing Home and the Bellevue Residence. I will quote just one part of the minister's description of the situation as of August in the Madonna Nursing Home:

"During the past two months, several meals have been observed by my inspection staff while actually being served. Those meals observed during July were attractive and visually appealing. However, the nutri-



tionist considered the vegetable serving too small and the total daily protein count minimal. The meals observed during the month of August were much the same as those described above . . ." and so on. While the inspections continued, there wasn't much improvement in that particular home. I won't go into the details on the other institutions that he spoke of in that letter.

I received a further communication from him on October 13 regarding the same three institutions. I would like to refer to those institutions and to the letter that he wrote me on October 13 as I go through what I hope will be considered by the minister to be current comments.

The minister approached me in the House a couple of weeks ago and asked me if I had further information about conditions at these institutions. I said indeed I had, but I had given up trying to pass on particular cases because of my past experience over a number of years, when I was involved as a CBC broadcaster and researcher in trying to get information from the ministry about what it was going to do, in particular at MacLaren House.

After a difficult series of questions in the House—and, as a new member, I may tend to get more emotional than I should on these questions, although I think it comes basically from my sense of hurt that these problems continue in the province of Ontario and particularly in the area in which I live. After the kinds of semi-accusations the minister had made about my integrity in asking questions in the House, I picked up the *Ottawa Citizen* on Thursday, September 29, 1977. I read that the minister had made an unannounced visit to MacLaren House Nursing Home and that "he said he found that living conditions justified some of the recent criticisms made by MLA Evelyn Gigantes."

**Hon. Mr. Timbrell:** Did you say September 29?

**Ms. Gigantes:** This was in the *Ottawa Citizen* of September 29. Obviously it was an interview that had been done with you after your unannounced visit.

**Hon. Mr. Timbrell:** A month before.

**Ms. Gigantes:** That's good to know. I was wondering about the date. There's a direct quotation from the minister. He said: "Corrective action has been started"—presumably a month before—"and the Health Ministry representative working in the Ottawa area has been told to be as firm as necessary in bringing the homes for the aged up to standard."

Now that the minister tells us that unannounced visit would have occurred at about the beginning of September, I would like to try to limit my comments and questions to that period. It was in the period between late August or early September and now that this minister, having dropped in unannounced to one of the nursing homes about which I had been raising questions, became personally convinced that tough action was required and instituted, as he pointed out in his letter of October 13 to me, a fairly heavy regime of inspections. Again he pointed out in the letter that I should feel reassured that matters were proceeding as they should.

I would like to go through, with the minister, some of the information I have received since his unannounced visit. To the best of my knowledge all of it is pertinent to conditions which exist during the period of the heavy regime of inspections and firm action and whatever else he wishes to call it.

I learned that there was a new director of nursing in MacLaren House on September 6, and I would like to know if she is still there, because I know that we have had three or four new directors of nursing in MacLaren House in the last year and a half.

**Hon. Mr. Timbrell:** I believe so. Do you know? Is the director of nursing who started in early September still at MacLaren House?

**Mr. Corder:** I believe so.

**Ms. Gigantes:** I'd like to know that.

I have no idea what state the nursing or medical care is now in at MacLaren House, because the last communication I had from you was dated October 13 and presumably was based on reports which had come to you before then.

In a conversation with the coroner, who was in attendance after the deaths of patients in that nursing home, he told me that he had attended five deaths in the last few weeks.

Some of these he was not concerned about, but one in particular was of concern to me and I raised it with him; it involved the death of an aunt of a woman who called me. In August the aunt was number 84 on the female patient placement list at the Perley Hospital.

There is something that I should point out here to the minister; I don't know if he's aware of it, but it always rankles with me. There is sexual discrimination in the placement list at Perley. The reason for this, as was explained to me by an administrator at Perley, goes as follows: Men tend to outlive women and—

**Hon. Mr. Timbrell:** No, it's the other way round.

**Ms. Gigantes:** I'm sorry; women tend to outlive men, and the administration of Perley, which is a chronic care hospital, attempts to keep what it calls a sexual balance. In general what that means—and since the last time I talked to the administrator the waiting list must have grown much longer since, although I would assume the proportions would still be true—is that women are waiting twice as long as men to gain admission, even though they might have the same need for chronic care treatment.

The niece of the woman who died first called me about five months ago and on my advice she went to the Patient Placement Service, because I have found them to be a dedicated, intelligent group of people who have done, to the best of their ability, a good job in finding appropriate places in nursing homes and chronic care hospitals for elderly people in the Ottawa-Carleton area.

In spite of the fact that the personal physician of this elderly woman had signed all the necessary documentation to indicate that he felt she would benefit from the therapy that she might get at Perley Hospital, she was not able to enter because of the long waiting list. I think probably because she was a woman she was lower down on the waiting list than she would have been had she been a man.

She entered MacLaren in July, because there was no alternative. The niece reported to me, and I quote: "She seemed to be suffering from malnutrition during the period she was there." From July the niece began to worry about her. The woman came home for Thanksgiving and she begged her family not to send her back. I quote again directly from the niece, who reports that the woman said: "If you send me back there, I'm going to die." At the beginning of October, the aunt was returned to MacLaren House. There was just no alternative.

At the beginning of October, the aunt had a fall, and the niece, when she inquired about it, was given two conflicting stories on the nature of the fall. On Saturday, October 15, the aunt had three separate visits; the visitors were (1) her husband, (2) her minister and (3) another friend of the family. These were separate visits and all three of these people, separately, went out of their way to indicate to the staff that the aunt needed prompt medical attention. On Sunday, October 16, the next day, the husband went to church and then went to visit his wife. He found her dressed, dead and uncovered on the bed.

When the niece talked to me about her feeling that her aunt had been suffering from lack of proper nourishment, she also pointed out to me that she had seen the aunt, who because of previous strokes had difficulty in various physical activities, trying to cope in vain with opening a package of bread wrapped in Saran Wrap. It's not always an easy thing to do even when you have all your faculties. She had just been given bread wrapped in Saran Wrap, presumably to keep it fresh; but she couldn't deal with that, so obviously she wasn't able to eat the bread. Another time when she was there her aunt was served a meal, in which the meat was referred to as "old hamburger," which the aunt couldn't swallow.

When I called the coroner on this case and reported the concern of the niece a few weeks after the death, he was very sympathetic. He said to me, and I quote directly: "I can't tell by looking at them whether they were starved. I guess that's true. I guess that's true." He says he presumes that if people are not eating, some people just don't want to eat. He said he had no way of telling whether that was voluntary or involuntary; if he looks at a body, he can't tell whether the person had been eating properly.

He also suggested to me that the new doctor, who I understand is a relatively new appointment to consult with residents of the nursing home, may be ordering too much care. By that he meant—according to the explanation he gave me, because I questioned him about it—that the doctor was very dedicated and very enthusiastic about providing a good level of medical care, but it tended to be care that concentrated on providing lab tests and various kinds of services that the coroner figured were not so vital.

On the other hand, I wonder whether the consulting doctor, any more than the coroner, can tell whether whatever medical problems an elderly resident may be having are the result of an inadequate level of care.

The niece has had conversations with the coroner, but she hasn't been able to find out—

**Hon. Mr. Timbrell:** I'm sorry. Was that question about whether the coroner could tell that?

**Ms. Gigantes:** The coroner and the consulting physician. It was suggested to me by the coroner, whom I consider a very sympathetic person—I know him of old—and may I suggest to you, that it's possible a doctor who is quite dedicated, and who is



providing consulting physical services, may not be able to tell the most important thing about the health of that patient—whether the patient is receiving adequate nourishment; whether the patient can eat the food that is placed in front of the patient; whether the patient can pick up the food and unwrap it; whether the patient can swallow the food.

We're not talking about temperature here. You've mentioned temperature in the past as the basic problem with food in some institutions. We're talking about whether they can chew and swallow the kind of food that's put in front of them.

**Hon. Mr. Timbrell:** Are you suggesting that a physician can't make that kind of initial determination in an examination and then, from the ongoing patient record—

**Ms. Gigantes:** Let me put it this way: I think there's a tendency on the part of people who may be inspecting or consulting professionally, to feel that if old people don't want to eat, well, they don't want to eat. But if they don't feed them meals, maybe they don't understand why old people are not eating in these facilities, why they're losing weight and perhaps why they're dying.

**Hon. Mr. Timbrell:** As I mentioned earlier—

**Ms. Gigantes:** I have another case of the same nature, which I'll raise with you, and perhaps you'll understand why I'm saying that.

**Hon. Mr. Timbrell:** —just on that point: The meals are observed by the inspectors, and since the doctors are in at different hours of the day and night, they would be seeing this as well.

[4:30]

**Ms. Gigantes:** I just find that there are too many very serious and similar complaints about food in the institutions. The information I have makes me feel that the meals are not adequate, that people are not able physically to get at them, not able to get help in being fed if they need it, or to be able to chew and swallow the kind of food that is given them.

I should mention also that the niece was not able to find out from the coroner—and I repeat, I believe the coroner to be sympathetic—whether the consulting physician was called by the staff on November 15 when three visitors informed the staff, three separate times, that the women seemed to be in severe medical difficulties—to the point of dying.

I will mention a few other pieces of information which I have had recently concern-

ing MacLaren House. On November 9, my office in Ottawa received an anonymous call; it's the third call from this same person, who is identifiable by voice and who is working at MacLaren House. This person told my office that a few days before the date of the call on November 9, a number of the staff walked out in a conflict with the director over working conditions. Among the staff who walked out were a cook with five years' experience at that nursing home and three other staff members who had been there four years, nine years and 10 years, respectively.

This anonymous caller—who in the past, I should point out, has provided me with information which I was subsequently able to confirm—also reported that a couple of days before November 9 there had been vigorous patient reaction to a lunch that consisted of bacon, pancakes and syrup, with no alternative meal being provided. One patient is reported to have thrown the lunch on the floor, and another threatened violence. In the words of the person who telephoned, there was chaos for half an hour.

The person who called also told my office that on two occasions during the previous week the breakfast was served an hour and a half late, and that a person who had been hired within the recent past as a kitchen supervisor, a Mr. Lunn, had stayed there for only a month; he had just not been able to take the working conditions.

Information coming to me from other relatives of a current MacLaren resident goes as follows: The relative entered the home in August. The food was unpalatable, and all the extra food that the relatives brought for the resident was eaten at once in a manner that indicated hunger. The resident had suffered a stroke earlier and had been placed in another facility, but was withdrawn from the first facility by the relatives when they were dissatisfied with the level of care. The relatives report that the meals they see at MacLaren, the ones they reported to me—and this was more than one occasion—had been macaroni and ground meat, and it was always cold.

I remind you that in the previous case the niece had reported hamburger which couldn't be eaten.

One relative I talked to yesterday hesitated to discuss the case with me—I'd like you to hear this, Mr. Minister.

**Hon. Mr. Timbrell:** Oh, I am listening.

**Ms. Gigantes:** I'll quote the relative directly: "I don't want anyone to be mean to X." That was the experience of those relatives after having placed X in a previous placement in another facility. They felt that the complaint they had lodged in the first facility



was met by retribution against the elderly person, and that was the reason they felt that person had to be moved.

One relative—and this is the same case—reports that one member of the kitchen staff quit two weeks ago and explained to that relative that she had worked there only two weeks but couldn't stand the conditions she found. She found a resident wandering outside. When she reported the incident she was told to mind her own work; she was hired as kitchen staff.

Mr. Minister, even though you visited there in late August or early September, it's time for you and the ministry to ask about the turnover of staff at MacLaren House. Is that staff qualified? What are the patients actually being served for food? Why are there no alternative menus as the health regulations require? How many residents have been put in MacLaren House from the home which burned recently in Ottawa? How much is spent per patient for meals each day? What are relatives supposed to do in cases like this when they fear retribution?

I'll continue with comments from people who talked to me recently. Again, I'll stress that "recently" means since the minister's visit and since the lowering of the Health Ministry's boom on inspection staff in the Ottawa area. Recent information coming to me says that Madonna Nursing Home—and this was confirmed by the letter of the minister on October 13—has a new administrator on staff. I'm told the head nurse has left. I'd like to know if that is accurate.

In one case a relative informed me—and this is very recent information—that for \$534 for a private room, resident A was not being provided with a commode. As the minister knows, in the Madonna Nursing Home there are 16 patients on each floor. Each floor has three toilets and one of those toilets has a bath. The inspection branch had apparently recommended what was described to us, by the inspection branch spokesman, as a restorative program of bowel and bladder control; so that was why there was no commode in this resident's room. The result was that the resident, in getting up and needing to use the toilet in the middle of the night, took to peeing in the waste-paper basket; the waste-paper basket was removed from the room, with the result that the resident took to peeing on the floor.

I don't think that kind of thing should have to come through to the minister. It should be a matter of normal procedure that a resident in that kind of condition, should receive the kind of service required—in this case, a commode—and perhaps a bit of help in getting to it.

The relative of this resident doesn't consider the state of cleanliness of Madonna very adequate because of an object which was found behind a dresser in a search for belongings of the resident. Obviously, this object was left behind several weeks before, by the previous occupant of the room.

This is information from a different source; I'll call the resident B. A relative of resident B reported—and this is a recent report too, Mr. Minister, within the last few days.

**Mr. Conway:** At the same nursing home?

**Ms. Gigantes:** It's the same nursing home, the Madonna Nursing Home. I haven't been calling people; they've been calling me, and these are over the last two or three weeks.

A relative of resident B in the Madonna Nursing Home reports that on the last long weekend the home was cold and when the relative asked about the cold radiators, the response was that the heat was turned on during the night.

**Hon. Mr. Timbrell:** Would that be the Remembrance Day weekend or Thanksgiving? How recent is that?

**Ms. Gigantes:** That would have been the Remembrance Day weekend. The relative also reports that B is left cold, sitting in a chair in nightclothes during the day, and that the relative, when visiting, has to put on B's socks and sweater.

Another report comes to me—and this again very recently—from a resident, a pretty articulate resident, who reports that pilfering is rampant in Madonna. One of the items reported stolen—and I'm sorry I don't have a date on this theft, but I would think that it probably was not long ago—was a 30-cup coffee set donated by an Orleans church.

Resident C is concerned because of the feeling that there's no dietitian on staff and reports, again—and these are reports that come from each of these places—that many of the staff are untrained teenagers.

I also have had indirect information given to me by a former member of the staff of one of these homes—and I don't like to report which one because there are likely to be some battles; in fact, there is a battle going on about the termination of employment and the proceedings surrounding the termination of employment of this person in one of these homes, and as the person is now employed in another nursing home in the area, I wouldn't like the person who gave me the information to be identified.

In any case, this person is now working with an orderly who worked for three years at Madonna and left in the last few months. I wish I could be more specific. The orderly tells the staff at the nursing home where he

now works that when he left Madonna he knew for a fact that some patients had not been bathed for three weeks.

I'd simply like to repeat the questions I raised about MacLaren House regarding Madonna Nursing Home. Then, Mr. Chairman, with your understanding and, I hope, with the minister's understanding, I'd like to raise some information about Bellevue Residence. I'm hopeful that, in the outline of proposed changes that the minister presented to us yesterday for the development of facilities for the elderly in Ontario and the improvement thereof, that my understanding is correct—

**Mr. Conway:** Could I ask the member about the Madonna Nursing Home? Just as a point of information, by whom is it owned and operated?

**Ms. Gigantes:** Stephen Bordo, an insurance agent from Toronto who also owns MacLaren House and Bellevue Residence.

**Mr. Conway:** Thanks. I thought that was the case.

**Ms. Gigantes:** When I look at the proposals that the ministry has put forward as the areas of review for institutional care for the elderly in the province and which we received yesterday, I hope I am understanding correctly when I feel that what he is suggesting is that institutions such as the Bellevue Residence will become the responsibility of the Ministry of Health and that the Ministry of Health will be looking at—oh, dear. He nods no. Well, I'd like to suggest very strongly that you reconsider that, Mr. Minister.

**Hon. Mr. Timbrell:** For the record, such facilities at present are the responsibility of the municipality.

**Ms. Gigantes:** I'd like to suggest strongly, in spite of the less than glowing record of the ministry, that standards be developed on a provincial level. I don't care who inspects them, but the standards should be developed on a provincial level to govern the provision of facilities and care in residences such as Bellevue.

I'd like to report to the minister—

**Hon. Mr. Timbrell:** May I ask, do you want answers to all these today? The further we get along, the cloudier they are in my mind.

**Ms. Gigantes:** I'd like to go through them all. I don't have an awful lot more.

**Hon. Mr. Timbrell:** I will tell you now that we will take all of this as notice and give you answers tomorrow.

**Ms. Gigantes:** The questions you can answer now, I'd be grateful if you would.

**Hon. Mr. Timbrell:** That's what I'm saying. Do you want to go back to MacLaren, now that Mr. Graham and Mr. Corder are here, or do you want to go through? If so, that's fine with me. I should tell you that the Minister of Community and Social Services (Mr. Norton) said he would be here about 5 o'clock, pursuant to the request from the member for St. George (Mrs. Campbell). That's neither here nor there. If we don't get to psychiatric services until tomorrow, we'll see if we can get Mr. Norton back.

**Ms. Gigantes:** I think I could finish what I have to say about Bellevue in a few minutes, Mr. Minister. Bear with me.

I'm told on good authority that since late August, which is the period in which you became heavily involved in trying to clear up services in the Ottawa-Carleton area, the former part-time staff at Bellevue, some of them highly qualified, have not been called back to work. They were told over a period of weeks that Bellevue Residence would hire only permanent staff. In early November the residence placed an ad in the local paper inviting applications for part-time nursing work. Some former part-time staff have not received separation papers or four per cent holiday pay.

One former and highly qualified staff person who quit in early September describes the conditions at Bellevue as bad and getting worse. A social worker in the psychiatric department of a local hospital told one former Bellevue employee that former employees of Bellevue were not welcome in other institutions.

The former staff member reports that beer has been cut off for residents; this is a residence where the minister tells us—and this is confirmed by the staff—that 30 per cent of the residents are alcoholics.

The former nursing staff drew up a letter to the administration at Bellevue at about the same time as the new administrator of MacLaren House Nursing Home became the part-time administrator of Bellevue Residence.

This is one of the reasons I feel it is important for the minister to have this information about Bellevue, because the administration of Bellevue has been the same as the administration of MacLaren House. We seem to be seeing the same effects in terms of staff turnover and deplorable conditions.

The letter, written by the nurses, requested a review of pay levels, working conditions, medical supplies and food supplies. The letter was not answered and few of the



former staff now have jobs at Bellevue. In other words, they've just been booted by the administrator, who is also the administrator of MacLaren.

Two former staff members tell me this information and refer to a third former staff member who bought medical dressings for patients, as a matter of conscience, out of private pocket.

One former staff member is concerned because Bellevue has no evacuation plan in case of fire. If a fire occurred at night, very untrained staff would be dealing with dozens of doped-up patients.

The former staff member reports that a nurse still on staff was recently disappointed when a health inspector did not seem to notice that the kitchen floor had not been washed in two weeks. I'd like to suggest to you, Mr. Minister, that the inspector may have been behaving in a cool way or may have been an inspector who has just given up writing reports to this ministry.

**Hon. Mr. Timbrell:** I'm sorry. Where was this?

**Ms. Gigantes:** This is at Bellevue.

**Hon. Mr. Timbrell:** Bellevue. So that wouldn't be a Ministry of Health inspector.

**Ms. Gigantes:** Likely not.

**Hon. Mr. Timbrell:** That would be a local health inspector reporting to the health unit and not to the ministry.

**Ms. Gigantes:** What I'm trying to indicate, Mr. Minister, is this: On the part of staff—and this goes to nursing aides, registered nurses, consulting physicians, even to the coroner, I believe, and probably to the inspectors—there's a kind of feeling of resignation, that unless the rules of the game somehow are changed, there's not going to be any basic improvement in these homes.

We've had discussions about this before. You know my feeling that in the private enterprise system, where the supply is fixed and the suppliers are named by the ministry and never have their right to be the suppliers cut off from them, there's no real competition. It's not really a free, private enterprise system. You'll agree with me that in the free private enterprise system the consumer has to have some choice. In this service, in these facilities, there's no choice for the consumer.

I'd also like to mention that I had an anonymous report just yesterday—and I have not been able to check it out—that there have been four cases of acidosis at Bellevue. I placed a call to the attending physician, who I hear from former staff is a very sympathetic person and who, I might point out to you, is also reported to be in a state of resignation

about Bellevue Residence. I tried to check with him the report that four people had suffered acidosis. I assume the minister knows that; I assume—excuse my Ss; I'm very sibilant.

**Hon. Mr. Timbrell:** No, I missed that whole sentence.

**Ms. Gigantes:** I would assume you know what acidosis is and that it relates to either an improper level of insulin or improper diet. It can be a condition that precedes a coma. I consider that report to be pretty serious. I have not been able to confirm it, but I would think it would be of interest to the provincial Ministry of Health to find out whether that is true.

I don't think it's enough for this minister to say of an institution like Bellevue, with 110 people in it, that it's the regional municipality's responsibility. I think it is up to the Ministry of Health in this province to take an interest in this facility to ensure that there are proper standards and to ensure if there is need for increased ability in the Ottawa-Carleton medical office of health, if they need extra resources to be able to do proper inspections, that they are given that kind of support.

I'd like to mention that a check in the last couple of days with the Patient Placement Service in Ottawa indicates a waiting list of six months for nursing homes and six months to get into chronic care hospitals. As the member for Wentworth (Mr. Deans) mentioned in the House today during question period, we're told by the Patient Placement Service—that is, my office is told—that they are now trying to find interim placements outside of the Ottawa area in small towns like Almonte and Embrun for patients who desperately need places.

The physicians in the area are putting pressure on families to take chronic and geriatric patients home, regardless of what the conditions may be at home, because the bed quotas are so limited that they can't get their active care patients into the hospital.

I'd like to sum up my passing of information, my comments and my questions by telling the minister that when I talk to staff, residents or relatives of residents in these institutions, the words that keep coming out of the mouths of these people are cries of appeal for the recognition of the dignity of life even when life is old. Also underlying many of these calls and conversations there is a direct or indirect expression of fear of retribution against the resident; that is particularly hard for relatives to bear. I think these calls and these conversations are a cry for help.



I hope the minister is going to be able to respond more satisfactorily than this ministry or previous ministers have been able to respond about these institutions in the past. He is using the same methods that have been used in the past. Over a period of years they haven't produced adequate conditions or adequate services. They haven't produced what I think should exist, which is a dignified life for older people who may have to be institutionalized, although I think we institutionalize far too many of them.

**Hon. Mr. Timbrell:** Without hesitation, I certainly associate myself with the latter part of those remarks. I have indicated to the inspection staff that where they feel infractions or variations from standards warrant prosecution or an application to the board for the lifting of a licence, they should have no hesitation in recommending it. In other words, I have left it to their judgement as the inspectors to recommend that.

One thing, I must say, does concern me: There are 10 nursing homes in Ottawa-Carleton. We have talked today about two, and one facility which is—

**Ms. Gigantes:** I have information on other homes but I felt I should concentrate on these two. This is recent information too.

**Hon. Mr. Timbrell:** Tomorrow we will bring you lists giving an indication of how many licences have been lifted since 1972. You talk about what has happened over the years. I wasn't looking for any credit from one of your colleagues, because I certainly wasn't expecting it, but there has been a significant improvement in nursing homes since 1972.

**Ms. Gigantes:** I give you credit for going to MacLaren House. But I think you have a responsibility, once you have seen things that disturb you, to work out a process that is better than the process that has been followed in the past for dealing with those problems.

**Hon. Mr. Timbrell:** I went there and I had the inspector meet me at the curb. I took the area planning co-ordinator for eastern Ontario with me.

**Ms. Gigantes:** And it was a surprise?

**Hon. Mr. Timbrell:** Oh, yes. They had no idea. Beyond me telling that inspector that she had full authority to be as firm as she needed to be—in effect I was saying, “If you want to recommend suspension of licence or prosecution, you recommend it”—my impression from dealing with the president of the nursing home association, the director and people like that, was that they are as concerned as we are. If there

are any bad operators in the industry, we want to nail them. We want either to get them out of business or to make them clean up their act. That is what the ministry has been involved in for five years.

**Ms. Gigantes:** Why did you transfer a licence of a nursing home which had been under inspection for years by your ministry? They have never met the 1972 standards.

[5:00]

**Hon. Mr. Timbrell:** As you know, that is one way we do catch the nursing homes. When a licence is transferred, we can get them to bring it up to scratch, so to speak. There have been a number of homes—for instance, some of the older ones around the province—that are long since closed because they have been bought up for the numbers of beds associated with the licences to go into new facilities. That has happened to a fair extent over the last five years.

What I'm trying to say is that we have worked for five years to bring the thing along. I acknowledge there is further to go. I think the responsible people in the industry, who are by far the majority that I've ever come into contact with, want as much as we do to ensure that we get out of business or make tow the line—without presuming guilt on any one individual—the kind of operations that concern you and me.

Can I just ask, Mr. Chairman, since Mrs. Campbell isn't here, do you want to switch to psychiatric services?

**Mr. Conway:** She is just next door at the members' services committee. Is the Minister of Community and Social Services here?

**Hon. Mr. Timbrell:** I don't see him; I see the associate deputy minister.

**Judge Thomson:** I think the minister is on his way.

**Mr. Conway:** I'll check next door.

**Hon. Mr. Timbrell:** We'll carry on. I don't know if that's agreeable to the committee.

On the other thing, having to do with Bellevue, I emphasize again that it is not at present a licensed facility of our ministry. At present it is clearly the responsibility of the medical officer of health of the regional health unit.

**Ms. Gigantes:** Mr. Minister, I want to point out something to you that I've told you before but I want to repeat because I think it's terribly important. It is in connection with my colleague's request for the public disclosure of nursing home reports. In the last three months, to my knowledge, one staff person has lost a job as a result of providing information to me which I tried

to convey in discreet form. The total staff of Bellevue was called in and grilled until the informant confessed. It was inevitable that was going to happen, once the particular report went particularly to you.

There was another case resulting from information I provided to you in an open letter. This concerned a relative who had been visiting one resident and saw the condition of another resident and reported that to me. That relative was hassled so severely the next time there was a visit to the nursing home that the relative had to get a lawyer.

I think you're placing the onus for complaint on people who are too vulnerable to complain. Staff at these institutions feel incredibly vulnerable—and they are vulnerable. It's been proven to me how vulnerable they are. I'm terribly afraid of bringing information on these cases to your attention because of the fallout from that. Relatives feel terribly vulnerable, as do residents.

**Hon. Mr. Timbrell:** The example you give of staff being grilled; I don't know how we would get around that. We do not—

**Ms. Gigantes:** That's why we should have reports from your inspectors—so the information doesn't have to come that way.

**Hon. Mr. Timbrell:** How often do you think inspection should be made? Once a week, once a month?

**Ms. Gigantes:** In institutions as bad as these, I would think that once a week would be a good idea for a while. Once every three weeks, which is what we've been getting since your visit at the beginning of September—and we're now near the end of November—clearly has not improved conditions significantly.

**Hon. Mr. Timbrell:** I can only repeat to you that it is clear to my staff that if they want to recommend procedures to suspend or lift a licence or to prosecute, they have my full support.

**Ms. Gigantes:** Mr. Minister, in fairness, you told me in our private conversation—and I don't think I'm revealing any trade secrets—that you would find it just about impossible to remove a licence. What would you do with the patients?

**Hon. Mr. Timbrell:** That's a concern.

**Ms. Gigantes:** It's a concern that comes out of this false system of private enterprise you have. You have private enterprise on one side; you have guaranteed suppliers with a guaranteed licence to supply, but on the other side you don't have a system that guarantees there is any choice available to the consumers in this case.

**Hon. Mr. Timbrell:** I say it is a concern, but I repeat again for the record—because it seems nobody else is going to recognize it—the staff have my full support if they feel a situation warrants that kind of action. If they bring forward the recommendations, they will be pursued, whether it is for suspension, for lifting of licences or for prosecution.

I say it is a concern, because if we take MacLaren House, for example, with 100 persons—

**Ms. Gigantes:** There are 110 people there.

**Hon. Mr. Timbrell:** Their licensed capacity is 100. Anyway, if we were to lift its licence and all of a sudden it was closed, which is unlikely, but let's say if any nursing home of 100 persons was to close for any reason—fire, furnace knocked out—we would have a deuce of a time placing those 100 people.

**Ms. Gigantes:** What you are telling me is that your system doesn't work, because you can't afford to lift a licence.

**Hon. Mr. Timbrell:** No, I am saying it's the same system for a hospital or a nursing home. You just don't keep a nursing home or a hospital in reserve in case one is knocked out for whatever reason.

**Ms. Gigantes:** Mr. Minister, if I am running a bad nursing home—

**Hon. Mr. Timbrell:** Let me finish, please—

**Ms. Gigantes:** —and you come and tell me that I have to live up to your regulations, what's going to make me do that?

**Hon. Mr. Timbrell:** We have this problem every year. I don't know whether you'd like to help me or the reverse. At any rate, it must be great for the Hansard staff when you and I have exchanges every year.

The point is, it is a concern, but it is not one that has led me to tell a staff to lay off. Quite the contrary.

**Ms. Gigantes:** I don't know how they are going to lay on, because you tell them that you can't afford to remove the licence.

**Hon. Mr. Timbrell:** I have not told my staff that.

**Ms. Gigantes:** They know it. They're not stupid, you know. They've been inspecting the same rotten nursing homes for years. They know very well there's no place to put those people if they recommend changing the licence. You confirmed that.

**Hon. Mr. Timbrell:** Quite the contrary. As we discussed earlier, there have been instances over the years—



**Ms. Gigantes:** Not since the freeze. It hasn't been a real threat to nursing home operators. You know that and they know it.

**Hon. Mr. Timbrell:** Mr. Chairman, I see Mr. Norton hasn't arrived, so I guess we can carry on with nursing homes.

There are a number of questions which Mr. Corder was trying to get down but we'll take it from Hansard and get the information back to the member tomorrow.

Since the Minister of Community and Social Services hasn't arrived, are there any other questions with respect to nursing homes on our first item in this vote?

**Mr. Sweeney:** We're not limiting item 1 to nursing homes?

**Hon. Mr. Timbrell:** No.

**Mr. Van Horne:** Do you have any statistics or numbers to indicate what the amount of unused medication might be in nursing homes? My understanding—and it's a little vague, so I'll have to wander for a moment—is that in many instances the patient's medication arrives in fairly large quantities to last him for x weeks or months. In some instances the patients die or they become ill in a different way and require a different medication. What has been dispensed for them then has to be returned to a disposal depot or whatever the proper terminology is—at any rate, to a place at which the medication is dumped. I'm wondering if you have any numbers on the cost of unused medication in nursing homes?

**Hon. Mr. Timbrell:** No, we don't have the figures. Can we get them soon?

**Mr. Van Horne:** Do you get reports back at your disposal depots?

**Mr. Corder:** The recycling of the drugs is done in the nursing home by the nurse inspector and then taken to certain locations within the province. There are several facilities that accept them.

**Mr. Van Horne:** If I may pursue this, is it true that some of the medication dispensed is recycled and used by or for other patients while, on the other hand, some medication is returned to depots and destroyed?

**Mr. Corder:** I would have to check that with the pharmacist. I don't know the answer.

**Mr. Van Horne:** Mr. Minister, I would like an answer and I'd like to know how much money is being used in that area. My understanding is that it's a considerable amount, but I don't know.

**Hon. Mr. Timbrell:** I expect over-the-counter, brand-name drugs would be recycled but not many individual prescriptions. We'll get you the information on it.

**Mr. Van Horne:** If I could stay with the topic and go down a different avenue, is the medication actually given to the patient by a nurse, nursing assistant or some such professional or was it, in fact, handed out by a non-professional, a teenager working part-time?

**Mr. Corder:** Medications may only be administered by a registered person. That includes a registered nurse or a registered nursing assistant.

**Mr. Van Horne:** And medication is kept under lock and key?

**Mr. Corder:** In nursing homes we follow the procedures required by federal regulations relating to narcotics in schedule G, drugs and other kinds of medications.

**Mr. Van Horne:** And your inspections satisfy you that that regulation is being maintained?

**Mr. Corder:** Yes.

**Mr. Van Horne:** Thank you.

**Mr. Chairman:** I think the Minister of Community and Social Services has arrived. It was agreed that Mrs. Campbell would have the floor while he is here.

On item 2, direct services—administration; item 3, psychiatric services; and item 6, institutional care services:

**Mr. Conway:** Mr. Chairman, on behalf of my caucus colleagues, may I thank both the Minister of Health for his generous accommodation and especially the Minister of Community and Social Services, who we all know is a very busy man, and his staff for making themselves available.

**Mrs. Campbell:** Mr. Chairman, I too would like to thank those who accommodated themselves to this situation and, in some sense, apologize to the committee for requesting that the three items of this vote be looked at in conjunction one with the other.

The minister was under a misapprehension the other day when he thought all the matters had been dealt with by the supplementaries.

**Hon. Mr. Timbrell:** May I clarify that? In numbers it's relatively small, but we still have some input there.

**Mrs. Campbell:** My concern, if I may put it as succinctly as I can, is that we maintain the children and adolescent units in psychiatric hospitals at a high level. When we discussed the subject during the ComSoc estimates, we learned that someone—I think it was ComSoc—was entering into contracts individually with individual hospitals.



**Mr. Backley:** No, it's ministry to ministry.

**Hon. Mr. Timbrell:** It's ministry to ministry.

**Mrs. Campbell:** I'm sorry; fine.

I fully recognize that it must be difficult to take over a portion of a service, as it were, administered by another ministry and to try to work out the details of those costs. However, in pursuing the subject at ComSoc, I wasn't satisfied we had sufficient assurances that we were going to be able to maintain a high standard of service in those units if this ministry were to have insufficient increases to cover increasing costs in its general operation.

My concern is for the child and adolescent care in those units. It seemed to me, if both parties were together, we might have all the assurances we need. What kind of approach is being made to resolve that?

[5:15]

**Hon. Mr. Timbrell:** I am not sure what was gone over in the other estimates, but for several months the staffs of both ministries have been working on the development of contracts covering these units. I can safely assure you that these services are not going to be hurt by the constraints. As a matter of fact, we are trying to minimize their effects generally in the psychiatric services. This means having to swallow more elsewhere, which we are doing.

At this point it is envisaged that the units would continue to be the responsibility of the psychiatric hospital involved, the employees would continue to be listed under the Ministry of Health, and there would be a charge-back to ComSoc; in this way we would not end up with separate administrations on site. At Kingston, let's say, there would be a director for the bulk of the institution—

**Mrs. Campbell:** Why do we always look at Kingston? Is there a significant reason for that?

**Hon. Mr. Timbrell:** That is where I come from.

**Hon. Mr. Norton:** He's a former constituent of mine.

**Mr. Conway:** That's impossible.

**Hon. Mr. Timbrell:** Pardon?

**Mr. Conway:** Surely you haven't been living in Kingston subsequent to 1975?

**Hon. Mr. Timbrell:** No. More like 1955. My father used to work at Kingston Psychiatric; so that's another reason.

**Mr. Conway:** Your colleague from Kingston said "a former constituent." I wondered how,

with your residence in Don Mills, you could be a constituent of his?

**Hon. Mr. Timbrell:** The bulk of my family are constituents of his, and they're all Tories. Well, I've got one brother who's a Grit, but that's beside the point.

**Mr. Sweeney:** Some sense in the family.

**Hon. Mr. Timbrell:** It's called sibling rivalry.

**Mr. Wildman:** They're both one and the same.

**Mrs. Campbell:** I don't think the minister's going to agree with you.

**Hon. Mr. Timbrell:** We're on the psychiatric vote—not on administration.

What more can I tell you? We've got 171 public hospitals which provide child and adolescent services; there's no change there.

**Mrs. Campbell:** There's no change with Sick Children's, for instance, in their new unit?

**Hon. Mr. Timbrell:** No.

**Mrs. Campbell:** But in the others, when we discussed it with Dr. Chamberlain at ComSoc, the matter of support services seemed to be a grey area. How have you approached the formula by which you identify the unit for contract purposes? What kind of a contract are we going to have? What kinds of guidelines, staff and support services are proposed to be built into the contract? I assume that none of them have been in fact entered into.

**Hon. Mr. Timbrell:** Not yet.

**Hon. Mr. Norton:** Perhaps it would be more direct if Dr. Chamberlain were to respond to your question, Mrs. Campbell.

**Mrs. Campbell:** He did before. Has he since learned something on the matter of support services? I'm not belittling—

**Hon. Mr. Norton:** We'll try him and see.

**Dr. Chamberlain:** I'll take another crack at it, Mrs. Campbell. The staff aspect of the program is fairly easily identified and can be costed; an agreement between the two ministries can specify costs for staff. Where they are involved, support services can be mentioned as services but it is very difficult to break them out and cost them. In fact, it might be mischievous to try to cost them precisely, because in many cases the support services are used when they're needed.

For instance, a youngster may well be placed in an adult unit within a psychiatric hospital for a short period of time as part of appropriate care for that youngster. That's a service that's available in the hospital which is an advantage to the adolescent unit. It's

very difficult to predict that kind of use. So when you're talking about support services, you're talking about almost anything the psychiatric hospital might provide to the adolescent unit.

**Mrs. Campbell:** Food and so on?

**Dr. Chamberlain:** Sure. You can mention them by category, you can detail them to some extent, but it's very difficult to break them out in terms of cost. The approach we're taking in negotiating contracts between the two ministries is to attempt to devise a means that will make it unnecessary to break it out in terms of dollar amounts.

**Mrs. Campbell:** Since essentially, as I understand it, this was your responsibility under the new youth services, I go back to the Minister of Health to see how you are assured of sufficient dollar amounts in order to protect the service. This is what I was trying to get at in ComSoc. You say it's difficult but, for instance, we have psychiatric services as the third item of this vote. Has no one any idea what proportion of that is to be allocated?

**Hon. Mr. Timbrell:** It is somewhat difficult to separate, but the estimates of the direct costs incurred for the child and adolescent units total in excess of \$3 million. As for the indirect costs—my staff hasn't verified this and, again, it's not easy to verify—the estimate is that such costs would be 30 per cent of the direct costs of care, or roughly an additional \$947,000, which would bring it to a total in excess of \$4.1 million. That's the estimate.

As far as staffing levels are concerned for the six child and adolescent units, approximately 150 staff are involved.

**Mrs. Campbell:** And there are just the six units we're talking about?

**Hon. Mr. Timbrell:** Yes.

**Mr. Backley:** Thistletown's already gone out.

**Mrs. Campbell:** Well, it wasn't in the same category at any time.

What discussion has there been with the six hospitals involved to ascertain what kind of figure they would be talking about as opposed to the \$3.1 million you're talking about?

**Mr. Jappy:** I believe we do have a figure there. That \$3,157,000 covers direct staff costs for the six units in the child and adolescent units which we still have within the psychiatric hospitals.

**Hon. Mr. Timbrell:** That wasn't the question. That was the last question. The question, Mrs. Campbell, was how.

**Mr. Jappy:** The hospitals have had to identify all the staff members who have been associated with the child and adolescent units in the past. There has been no decrease in staff because they are fairly clearly identifiable units, apart from the support services such as food and housekeeping and so on. The hospitals have been informed as to the dollars and the staff which have been identified and, if the move is made or the contract is signed, they know what dollars and what numbers would be transferred to ComSoc or what amount of money would be involved in a contract.

**Mrs. Campbell:** I don't think that answers my question. Yes, Judge Thomson?

**Judge Thomson:** If I could just add one thing to that, Mrs. Campbell, we're adopting the same approach to these units as we did to the other children's services. That is, we are going through a two-stage process.

Stage one is to determine the best method of transfer, and it has not been determined finally and totally that that contract method would be used with every one of these. Dr. Chamberlain has been involved in discussions with each one of the units about the method of transfer.

Once that has been determined, the next stage is to sit down and negotiate the issue of exact dollars. Health has identified those dollars. We have not as yet identified them to our satisfaction as part of the negotiation process, but in fact that is what we will be doing.

For our purposes, we have not identified those dollars at this point, because we haven't reached the stage of having finalized all six of those contracts in terms of method and form of contract, which would then lead into the dollar negotiations.

**Mrs. Campbell:** Perhaps that answer indicates something of my confusion and concern. I understood, when I was talking at ComSoc, that we were doing contracts in each case. Apparently that is not the case. How can we as responsible members of the opposition come to grips with what we're talking about in these estimates? You're asking us to pass these estimates vis-à-vis the portion for ComSoc, when nobody yet has really ascertained either the method or the dollars.

**Hon. Mr. Timbrell:** The point is that these services are being provided.

**Mrs. Campbell:** I'm aware that they're being provided. What is frightening to me is that I want to know at this point in time that we have adequately protected these



services since this is not something that's not going to take place exclusively in the next fiscal year. I think they're vital. I hope ComSoc thinks they're vital. I know Dr. Chamberlain does. I'm sure everyone else does.

**Hon. Mr. Norton:** Mrs. Campbell, in terms of the protection of the services, a good deal of the assurance you are asking for will be reflected in the contracts, which will define the service that will be provided. That will include a definition of support services even in the situation Dr. Chamberlain has described where it may not be possible or realistic to quote precise dollar figures.

It would seem to me that the assurance in terms of dollars would be reflected in that contract as well, in the sense that we're saying, "Okay, this is the precise definition of services, including support services that we are purchasing, and we will be purchasing them with the funds which are transferred." In other words, to maintain the integrity of those services that we are purchasing, that money will all come from health.

We may not be able to say X dollars are attributable directly to a specific area of support. But we know that whatever the dollar figure might be, it is a dollar figure which Health is transferring to us, and is agreeing to continue to provide that service and maintain it in its integrity with the transferred money. Does that make it any clearer?

[5:30]

**Mrs. Campbell:** I'm just wondering how you can be sure that \$3 million, or whatever the figure is, is adequate for your purposes in your concern for children's services when you haven't really negotiated anything, when you haven't any idea of what is going to be required in the end result. My concern is that I have noticed that in cutbacks, let's say in general hospitals, the hospitals as a rule seem to cut back direct patient care and then indirect patient care but never the administrative costs. I'm concerned that if we get to this kind of arrangement here, we may find that the service to these children will suffer. I don't know how hard I will have to fight for it or what I can do to ensure it. I'm doing my best to ensure it, that's all.

**Hon. Mr. Norton:** It seems to me, though, that the protection against that lies again in the contract, which would spell out, not the specific services that it would be necessary for Health to provide, but the level of service and support service; if they pro-

vided anything short of that, they would be in breach of the contract.

**Mrs. Campbell:** So that if we should go over \$3 million it's got to be found in this budget. Is that what you're telling me?

**Hon. Mr. Norton:** Yes.

**Mrs. Campbell:** And would the Health ministry be prepared to allocate more funds out of, say, the third item of the vote, if it became necessary for those services?

**Mr. Backley:** It is the services, Mrs. Campbell, rather than the dollars. It's quite easy to identify the dollars for the direct costs.

**Mrs. Campbell:** Exactly.

**Mr. Backley:** What we are saying is that to ComSoc for the indirect costs the price is X dollars, and we are guaranteeing to provide those services for that price. That is really what is in the contract. If we have estimated incorrectly, then it is Health's problem. But we have guaranteed, or will guarantee, to provide those services to them for the money that we estimate.

We followed the same process before in 1974 with the transfer of mental retardation. By and large, there were some individual hospitals where we found that we hadn't judged correctly and some where we had judged correctly, but we continued to provide those services. We're following the same pattern as we have in the past. We will stipulate the services. We will estimate the cost. But we will still provide the services no matter what will be the real cost.

**Hon. Mr. Norton:** In other words, if the estimates are low, it seems to me the situation is that Health subsidizes the program.

**Hon. Mr. Timbrell:** Until the next year; then we renegotiate.

**Mr. Chairman:** Mr. Van Horne, please.

**Mr. Van Horne:** In defence of my colleague from St. George (Mrs. Campbell) and those of us who are expressing concern, this program is not something that developed in the last few months. You obviously have given considerable thought to the planning and the exchange of who is responsible for these children—the line of authority, if you will. We would have felt a lot more comfortable with this, realizing that the estimates were coming along, if you had made some of those provisions in the actual estimates, because I'm not sure that we were able to perceive them here.

**Mrs. Campbell:** We couldn't.

**Mr. Van Horne:** No, we couldn't. Part of the fair criticism that we can offer—not just



in this instance, but in many instances with new programs of the government—is that while a lot of good thinking goes into the planning of the program itself, it seems to us that precious little costing goes into it. I think you have to accept some responsibility here for not perceiving what you have just said to us. It's taken how many weeks of exercise to get to this point. In any transfer of authority, in any new program, you've got to start putting some costing into it so that we know what in hell's going on. As a party in opposition we have the right to ask and to expect it.

**Mrs. Campbell:** Without trying to denigrate anybody, I would have to say that I would feel better if the statement had been made that you're taking a new look, and not that you are looking at things the way you have in the past. I think your services to youth in the past have created great problems in the Health Ministry; so I would love to have heard you say you are taking a new look, rather than an old one.

**Hon. Mr. Timbrell:** With respect, Mrs. Campbell, my deputy's point was that the means of transfer are the same as when MR was transferred. We were both members of the House at the time; I can't recall the entire case as to whether that transfer resulted in any drop in service at that time as a result of the transfer. What we're saying now is that the programs are carrying on and they're going to carry on. What we have to negotiate between the two ministries is what they are going to pay us for them. We've said here are our estimates of the costs and that's what we are prepared to do it for.

**Mrs. Campbell:** I think that MR is a different situation. There was another component that isn't in this one to the same extent.

**Hon. Mr. Timbrell:** With respect, there was a transfer of a section from the Ministry of Health to ComSoc.

**Mr. Backley:** It was an integral unit of individual hospitals, so there is a direct parallel. We're just carving something out which previously had not been costed up.

**Mrs. Campbell:** But where did you show it in the estimates? For instance, when you're through with this, are you going to give us a new figure for his vote? I don't see how you can. You're still running the operation. In essence, up there some place—in the air—there are some figures which some day will be reflected some place, but these can't be given the way you gave us the estimates and the exact figure on which we were voting in these estimates. You can't do that for this particular vote.

**Hon. Mr. Timbrell:** Would it be of any assistance that when the agreements are finalized between the ministries—which we will probably do anyway but it may as well be brought out at this point—if those were tabled at that time so that it is clear what the end result is?

**Mrs. Campbell:** I think, of course, that any information we get is fine, except that we are in the budgetary process; we are in the estimates process. It does seem to me that when you made the decisions for the transfers months ago, there might have been something more definitive today so that we can really look at it. It isn't that we don't accept your assurances globally, but I don't know whether that kind of money is sufficient; and if it doesn't turn out to be, if you are going to tell me that whatever is needed you will provide, out of this money—

**Hon. Mr. Timbrell:** That's what we're telling you.

**Mrs. Campbell:** I just want it affirmed, because in so many cases in the past there have been differences of opinion between ministers as to what was really meant.

**Hon. Mr. Timbrell:** For the record, I don't know what further to say, other than that is what is happening and what is going to happen. If Hansard wants to underline that, fine; I don't know how to say it more plainly.

**Mr. Backley:** We also have a referee, and that's the Management Board.

**Mrs. Campbell:** Management Board, may I say, wasn't too helpful in the way in which these estimates read; so let's not get them involved. That's our problem.

**Hon. Mr. Norton:** I have no comment on your last comment—

**Mr. Conway:** Which is comment enough.

**Mrs. Campbell:** Yes.

**Hon. Mr. Norton:** I want to reiterate that the transfer of this service for children and youth has not yet taken place.

**Mrs. Campbell:** I know that.

**Hon. Mr. Norton:** The fact that it is in the Health estimates and is part of a total program, I think, in terms of the vote itself, is quite appropriate. Even though there have been figures suggested as identified figures, they have not yet been finally agreed to either. There are some which are easily identifiable, such as the direct cost. The other area, which I know is your area of greatest concern and which is not as clearly identified, will be the subject of negotiations until we are satisfied that we are in a position to ensure, through the agreement, the integrity of this service.

Obviously what concerns us most with respect to that area which is not precisely defined yet, in terms of dollars, is the precise definition of the service which will be maintained by Health. Whether it ends up being \$1 million or \$1.5 million that is used for the purpose of that additional service, as long as we are assured that the service will be maintained and not affected by Health's restraints in other aspects of the hospital program, and as long as we have that assurance in the contract, then I would hope that would meet your concern. We certainly will table the agreements once we are at that point.

**Mrs. Campbell:** I think I have done about all that I can do to get the assurances I need. Do we have any idea how close we are to getting into these contracts or the alternatives—and I still don't understand what we're talking about in the alternatives to contracts. You threw a hooker in there.

**Judge Thomson:** I'm sounding too much like a lawyer or a judge when I say this, but—

**Mr. Conway:** God forbid.

**Judge Thomson:** God forbid, right.

But I guess the point I simply want to make, Mrs. Campbell—and I think Health would make the same point—is that if one is negotiating and has yet to finalize negotiations, one doesn't have an agreement. That is the only point I'm making. We are negotiating, and I wouldn't want to say that we have an agreement until terms satisfactory to us have been reached. That's why I was trying to separate the question of whether we would be proceeding by agreement from the issue of negotiating towards that end. I may have created confusion where I didn't mean to in saying that.

**Mrs. Campbell:** In essence, though, they will be concluded, hopefully, before the next fiscal year; so the moneys will have to be found here. Are we dealing with present costs? Would there be a provision in that \$3 million for some kind of growth, or is it just what we have now?

**Hon. Mr. Norton:** For the balance of this fiscal year, I think there would not be provision for that unless it is discovered that Health had provided for it somehow.

**Mrs. Campbell:** I want to know if they have. Haven't you asked them?

**Hon. Mr. Norton:** I have not been personally involved with the negotiations. But with respect to future growth, after the end of this fiscal year, those moneys would be in our estimates from the beginning of the fiscal year; therefore, the question of pro-

vision for growth clearly would be our responsibility and then in negotiation with Health in terms of the contract for that fiscal year.

**Mrs. Campbell:** Then could I ask the Minister of Health, in the estimates before us—which, may I say, seem to be pretty irrelevant at this point in time—do they accommodate any increase for these services?

**Hon. Mr. Timbrell:** From last year?

**Mrs. Campbell:** In costs, yes.

**Hon. Mr. Timbrell:** Do you mean in terms of beds and so forth?

**Mrs. Campbell:** No, increase in costs—in dollars.

**Hon. Mr. Timbrell:** Oh yes, that has increased.

**Mrs. Campbell:** I see an increase overall but I can't pick it out of the item; that's my problem, you see.

**Hon. Mr. Timbrell:** The estimates which I read to you before would reflect current costs for the provision of those services. If you look back to a year ago, it would be as per the then current wage rate and so forth; so it would be that much more than last year.

**Mrs. Campbell:** Mr. Chairman, I have done what I can. I have grave concerns. I suppose I'll only know the answers when the contracts are actually tabled. It's too bad we don't have anyone who can give us any more precise information. I guess that's all I can do. But please note, Mr. Chairman, that I don't think this opposition will ever go through this exercise again of not having something before us that we can properly analyse. It has been a frustration from day one, and I would just like to be assured that everyone is under notice that in future we will want new estimates to reflect the changes that are taking place.

**Hon. Mr. Norton:** May I suggest, Mrs. Campbell, after this is complete, that I might write to you, with a report from my colleague, suggesting that any future transfers be timed to coincide with the beginning of the new fiscal year.

**Mrs. Campbell:** You've suffered as much as anybody, that's why.

**Mr. Chairman:** Mr. Conway.

**Mr. Conway:** I have no questions.

**Hon. Mr. Norton:** You are dismissing us?

**Mr. Conway:** You are dismissed.

**Mr. Chairman:** Anyone else have any questions?

**Mr. Conway:** I want to continue the nursing home discussion.

**Mr. Chairman:** Okay. That's what we are going to do.

**Mr. Conway:** Mr. Chairman, I thank you very much. I realize that Mr. Grande has left. He's not going to be back, is he?

**Mr. Dukszta:** He can come back tomorrow.

Resumption of consideration of item 1, program administration:

**Mr. Conway:** I wanted, very generally, to go through some of the ground that has, I suppose, been covered to some extent by, among others, the member for Carleton East (Ms. Gigantes). A few comments are in order—at least, from my point of view—about the recommendations which were presented to us yesterday, I guess it was.

From an administrative point of view, it is, generally speaking, a pretty shocking comment on a very important area of public concern. From the point of view of govern-

ment and government control, or even ministerial control, one of the things I noticed about this report and its recommendations is how it identifies serious inadequacies, not within legislation, in many cases, but purely within regulations.

**Hon. Mr. Timbrell:** I think one is part of the other.

**Mr. Conway:** I'm not so sure that in some cases the regulations which have been framed under past legislation could not have been more properly framed to address some of the serious inadequacies. Mr. Chairman, maybe this is a good point to adjourn.

**Mr. Chairman:** You can continue tomorrow.

**Mr. Conway:** Yes. I don't intend to speak at great length on this. If I might, Mr. Chairman, I would ask the opportunity to begin tomorrow.

**Mr. Chairman:** Okay. The bells are ringing.

The committee adjourned at 5:48 p.m.



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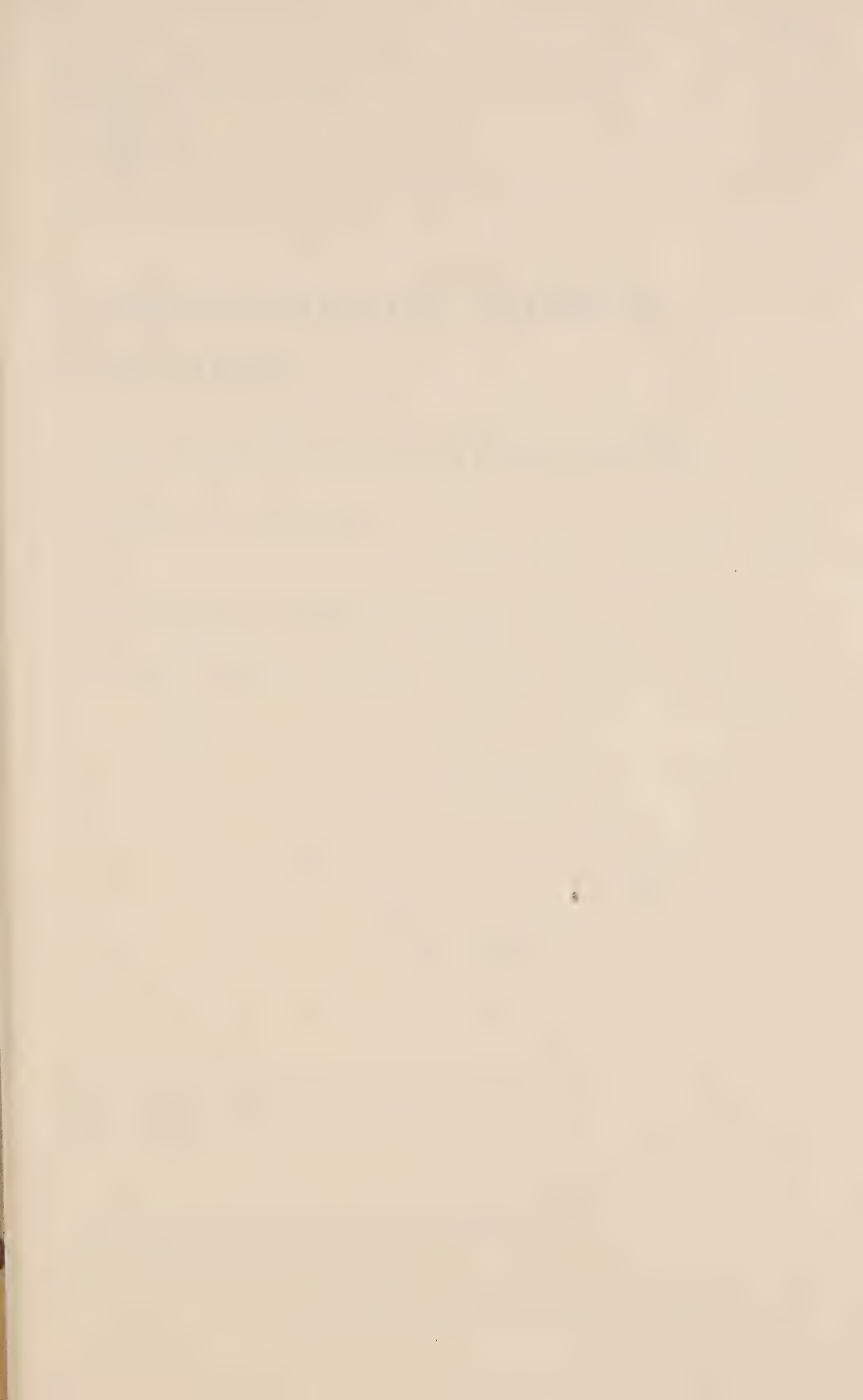
### Ministry of Health officials taking part:

W. A. Backley, Deputy Minister  
 D. W. Corder, Director, Inspector Branch, Institutional Health Services  
 W. C. Jappy, Director, Psychiatric Hospitals Branch, Institutional Health Services

### Ministry of Community and Social Services officials taking part:

Judge G. Thomson, Associate Deputy Minister, Children's Services  
 Dr. C. Chamberlain, Senior Adviser, Policy and Development, Children's Services











No. S-29

# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

**Social Development Committee**

Estimates, Ministry of Health



**First Session, 31st Parliament**

Wednesday, November 23, 1977

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

WEDNESDAY, NOVEMBER 23, 1977

The committee met at 2:05 p.m.

## ESTIMATES, MINISTRY OF HEALTH

(continued)

**Hon. Mr. Timbrell:** Mr. Chairman, if I may continue the practice of previous days, I will clean up any answers that I owe.

**Mr. Grande:** Mr. Chairman, Mr. Warner will not be able to be here today so he did say, through me, that if you would like to respond to his concerns he will be able to catch it in Hansard and return it to you.

**Hon. Mr. Timbrell:** Have you got the list I started to read from yesterday for Mr. Warner about Leisure World Nursing Home? There's a legal-sized paper it was on.

**Mr. Backley:** Would you like to start on the other one until we find it?

**Hon. Mr. Timbrell:** We'll find what we did with that.

Yesterday there were some questions raised with respect to current conditions, inspections and so forth regarding the MacLaren House Nursing Home in Ottawa, the Madonna Nursing Home in Ottawa-Carleton and the Bellevue Residence, which was under the regional health unit. I just want to offer these comments as to current status.

First with respect to the MacLaren House Nursing Home: Visits by the nurse inspector were made on September 1, 1977, September 28, 1977, October 26, 1977, and November 22, 1977. Even as we were speaking yesterday, an inspection was being made. In addition, a visit was also made by the activation consultant on October 12, 1977, and by the co-ordinator of nutritional care on September 12, 1977.

It is confirmed that Mrs. Fleming, the new director of nursing, did take up her duties on September 6, 1977. Briefly, the history relating to the position of director of nursing is as follows: Mrs. Collins took a maternity leave of absence in May 1977 and a Miss Brown filled in for her while she was away. However, Mrs. Collins decided not to return and advertisements were placed in the newspapers in an effort to recruit a new director of nursing. Mrs. Fleming, the new director of nursing, is a capable, experienced director and has effected

a number of improvements in nursing care since she was hired in September. In addition, the administrator is a very capable and experienced person.

Nursing and medical care have improved recently, since Mrs. Fleming was hired on as the director of nursing, and both are being provided at an acceptable level. Improvements have also been noted with respect to reactivation. Staffing levels are also satisfactory.

A new food supervisor was hired recently. Although the kitchen staff has been cut, the food service has not been adversely affected. The nursing home is trying to order dietary services more efficiently, and maintains that the staff who were let go, were generally of poor quality and were not working in the best interests of the facility. One nurse resigned recently as she is going home to the Philippines. She anticipates being able to return to the nursing home whenever she comes back to Canada, but we expect the vacancy to be filled.

Some improvements have been realized with respect to dietary services, therapeutic menus are now provided, tray service has improved and food is now being served hot to the residents. In addition, the use of hot pallets is being investigated. I should explain for the benefit of the members of the committee and Hansard, hot pallets are a metal device that goes under the plates to keep them warm while they're being taken to the patients.

The nursing home hired a qualified dietician until the new food supervisor began her employment. Alternative choices of food are provided for residents, and effective today these are posted, or will be posted, to ensure that residents are aware of these choices.

With reference to the general turnover in staff, the nursing home have stated that they are attempting to upgrade the whole operation including nursing, dietary and housekeeping, and have been, to use their words, "weeding out staff who have not been performing at an acceptable level, and also those who have proven they are unco-operative." This refers mainly to kitchen staff who refused to implement the necessary

changes. After the sale in May this year, there were a number of staff changes.

With respect to the Madonna Nursing Home, on September 8, 1977, Mr. D. W. Corder, Mr. P. J. Plant and Mr. G. P. Van Zyl met with Mr. Bordo and the administrator of MacLaren House Nursing Home to review operational problems. Specific concerns discussed were staffing, nursing care standards, storage of nursing equipment, bedroom furnishings, call systems, staff facilities and dietary services. Mr. Bordo indicated that some of these problems were attributable to the performance of the administrator and that he intended to replace him. His replacement, Mrs. S. Smith, is also the administrator of Sarsfield Nursing Home, which is owned by Mr. Bordo. However, Sarsfield has not been a problem home and it was considered that this change would effect improvements in the operation at Madonna.

Subsequent to this meeting, follow-up inspections have been conducted by the environmental health and nurse inspectors. The environmental health inspector visited on September 22, 1977, and reported that action had been taken on some deficiencies; however, there were still outstanding general maintenance items.

The nurse inspector visited on September 29, 1977, and conducted a complete inspection. She reported that some improvements were in evidence but items that should have been corrected since the last inspection have not been attended to. The administrator was advised that corrective action should be taken promptly.

[2:15]

The environmental health inspector made a return visit on October 11, 1977, and reported that improvements had been made since the appointment of the new administrator and that the home appeared clean and was warm and comfortable. Requirements were issued regarding housekeeping, toilet facilities, general safety and water temperature.

The nurse inspector conducted a follow-up visit on October 20, 1977, and reported that little progress had been made and that the director of nurses had been dismissed. A replacement has been hired. She recommended one further follow-up visit and if improvements were not effected, the licensee should be again approached.

The environmental health inspector inspected the home again on October 26 and reported further progress but indicated there were still maintenance items not corrected. On October 24, 1977, we were notified by

the licensee of the appointment of Miss I. Macdonald as the senior administrator for all three homes owned by Mr. Bordo. He indicated that the administrative change was being made in the hope of improving the calibre of administration in all three homes. The environmental health inspector conducted a follow-up inspection regarding a complaint that a room was dirty. The complaint was not valid on the day that he visited.

The time frames recommended by the nursing inspector for compliance recognized the fact that major operational problems would require a reasonable period for substantial improvements to be made.

With respect to Bellevue Residence: The most recent information brought to our attention indicates that there is still a problem with the overflowing of the sewage system. However, the septic tank is being pumped out regularly.

As previously reported, the National Capital Commission, the property owners in this case, have been approached by Mr. Bordo and a consulting engineer has been retained to prepare plans and specifications for a municipal sewer hookup. Tenders were to be called in October 1977. However, routine operational problems should, as I have indicated earlier, be directed to the medical officer of health, Dr. Douglas, of the Ottawa-Carleton regional health unit.

I would point out that a task force under the direction of Dr. Barbara Blake developed guidelines to be used by the health units with respect to these facilities in 1976.

**Mr. Backley:** Published in March 1977.

**Hon. Mr. Timbrell:** It went out in March 1977.

The question was asked as to how many nursing homes have closed since 1972 when the Act was changed. Since 1972, 208 homes have been closed across the province, broken down as follows: 1972, 39; 1973, 49; 1974, 26; 1975, 49; 1976, 24; 1977, 21; for a total of 208. Of this number, 10 have been through licence revocation. The remainder have been closed for the following reasons: (a) licence surrendered under threat of revocation; (b) surrendered licence voluntarily because of the extent of non-compliance; (c) replaced by new facilities; (d) purchased by new owner and relocated in a new facility or in addition to an existing facility.

Improvements have been effected through inspections and through the pre-sale procedure. The pre-sale procedure is applicable where a home was being sold. Under this procedure the new owner is required to give



a written commitment to correct all existing operating and physical plant deficiencies within one year. Since 1972, 6,514 new beds have been licensed across the province, either in additions to existing homes or in new facilities. I would point out that these statistics are now maintained in the branch to provide an accurate breakdown with respect to items (a) to (d), which I've just listed.

The above changes have contributed in a most positive way to an improvement of the calibre of nursing home operations across the province.

On another question in another area, Mr. Van Horne—

**Mr. Conway:** He will be here later, I think. He is in a meeting right now.

**Hon. Mr. Timbrell:** If not, it will be in Hansard.

Mr. Van Horne expressed interest on the cost of "unused medication" in nursing homes, that is, medication which may not be used as the result of a change in medication, or the death of a resident.

Section 59(1) of the Nursing Homes Act, 1972, provides that: "A drug shall be taken by or administered to a resident only on the individual prescription or written direction of the physician or dentist attending the resident." Further, section 59(3) says: "A drug shall be administered to a resident only by a physician, dentist, registered nurse, or registered nursing assistant."

With respect to household or over-the-counter drugs, these are provided to nursing homes in bulk supply from the government pharmacy. Such drugs are available for all residents subject to the requirements which have just been stated. In the case of prescription drugs, such may be obtained from the pharmacy of the home's choice, according to the provisions of the agreement used between participating pharmacies under the drug benefit plan and the Minister of Health:

"The quantity of a drug to be provided shall be sufficient for one month's course of treatment, except where the course of treatment is less than one month, in which case the quantity provided shall be sufficient for the course of treatment."

The agreement also provides for exceptions in "special circumstances," for example, the absence of the eligible person from Ontario for longer than a month. But in no case shall the prescription be for a period exceeding six months.

For nursing home residents, however, the maximum prescription quantity is limited to three months' supply by section 59(4) of the

Nursing Homes Act, 1972, which states: "An administrator shall not permit more than a three months' supply of a drug to be stored for a resident." The great majority of prescription drugs are issued in quantities sufficient for one month's treatment or less.

Section 65(1) of the Nursing Homes Act states: "A drug that has been provided for a resident by a prescription shall be destroyed by the director of nurses in the presence of an inspector or removed from the nursing home by an inspector when the physician attending the resident orders that its use be discontinued or when the resident has been discharged or dies." When drugs are destroyed or removed, the following information is recorded: The date of destruction or removal; the prescription number of the drug; the pharmacy name; the resident's name; the drug name, strength and quantity; and the reason for destruction or removal.

This information is entered in the prescription drug record book which is maintained in each home. When the drug is removed from the home by the inspector, the drug and a copy of the recorded information are forwarded to the government pharmacy. The drugs are then incinerated under the supervision of a staff member. Some prescription drugs are, however, recycled. Section 59(5) of the Nursing Homes Act permits such drugs to be "transferred to another container on the direction of and under the supervision of a physician, dentist or pharmaceutical chemist."

Although we do not regularly attempt to assess the dollar value of prescription drugs destroyed in nursing homes or in the government pharmacy, a study was conducted two years ago. We found the average value of such unused prescriptions was 80 cents per prescription. Upon investigating the possibility of developing a formal recycling procedure for these prescriptions, we found such a procedure cost about \$1.50 per recycled prescription or a net loss of 70 cents per prescription.

With respect to the complaint, the member wasn't here yesterday when I started and he's not here today so I'm not even absolutely sure I'm addressing the one he was concerned about. I think this is it. With respect to Leisure World Nursing Home, if I may, what I'll do is read the original complaint and take it through the various steps that were taken.

This is a letter to my predecessor, the member for Muskoka (Mr. F. S. Miller), from a lady in Scarborough who is the daughter of



the resident. For the sake of her anonymity, I won't use her name or names of staff:

"My lawyer has advised me that I outline to you the deplorable conditions which exist at Leisure World Nursing Home, Scarborough. This operation consists of six buildings with approximately 50 patients to each building. The more chronic patients occupy the second floors, with active on the third floor.

"My observations are based on conditions existing on the second floor of one building in particular, known as 142 Midland Avenue, where my mother is a patient. I have previously outlined some of the malpractices to Miss —, supervisor, Toronto region nursing home inspection service and although she appears competent and aware of the situation, the integrity of her staff is questionable.

"It is fairly evident Leisure World are forewarned and full staffed when an inspection takes place. The inadequate, unethical administration of this nursing home defeats any efforts of conscientious nurses and, consequently, there is an extremely large turnover of staff. The aides are expected to perform tasks humanly impossible with little or no training, the end result being obvious, that poor old people are made to suffer unduly. Attached are some instances substantiating the above. Your comments will be appreciated."

That's dated January 1975, so that of September 15 must be 1974. "Saturday evening: Mrs. —, then supervising head nurse for six buildings, telephoned that my mother had a very high temperature, was shivering and unable to void. It is in red on all of their records that my mother has a known allergy to penicillin and Graval, and yet she had been given Graval Saturday by Miss —, believed to be a relief nurse, without a doctor's authorization. Had Mrs. — not telephoned, so I was able to go down early and force a large amount of fluids upon her, she would have been a hospital case.

"At midnight I employed a special nurse because there were only two aides on. My mother has only the sight of one eye with glaucoma and cataracts which require drops four times daily. To date, I have been unable to have these administered properly when the regular nurses are off duty.

"One evening early in December when Miss —, present RN for the building, was off duty my mother had not had the eye drops at 1 p.m., so I waited in an attempt to get them at 5 p.m. I was absolutely amazed at discovering no one in the entire building received their 5 p.m. medication

because there was not a nurse for the building and the office was locked.

"December 6, Friday" —again presumably 1974—"my mother's speech was incoherent and it was fairly evident she had suffered a stroke, later presumed by Dr. — to be also a mild heart attack and stroke. There was no RN around any of the buildings so Mrs. —, RNA for the next building, was called and she in turn called Mrs. —, supervisor for six buildings. My mother was terrified of Miss —, an aide in the building for some time with the nursing home, being fully aware of other instances where she had bad-used patients." —I think she means badly—"I am not entirely clear on what took place to bring on the upset but it is thought the aide yelled at her and had thrown her clothes across the room. I requested my mother's blood pressure be taken and was assured by Mrs. — at 9 p.m. her blood pressure was normal and later discovered her blood pressure had not been taken and the doctor was not called until Mrs. —, RNA for days, came on duty.

"Friday, December 27: Only one aide was on duty for the entire building with an RN on call for six buildings. Two aides were temporarily brought from other buildings later. My mother was burning up with a temperature and a rash starting. The aide tried to reach Mrs. —, RN for six buildings, and, finally, in view of the fact Mrs. — was trying to cope with an impossible task and there wasn't another RN around in the building, it was decided she should go to the hospital with the reaction from Graval which had been given to her in the morning. The same evening I mentioned to the aide I felt another patient had had a stroke and wasn't at all surprised to learn she was taken to hospital Sunday with a stroke.

"December 28, Saturday, 7.30 p.m.: I picked up a broken glass from the washroom floor. I did not report this because there were only two aides in the building and Mrs. —, RN, was trying to cover two or possibly three buildings. This is the second time I have done this.

"The inspectors visited last week. Consequently the day and afternoon shifts are presently full staffed, which should last for another two weeks possibly. I am told there are only one, two and sometimes three aides on at night. It is well known that there are only two and sometimes three aides on on afternoons. Aides have been known to give out drugs that have been poured by the day staff. More instances will be furnished if required."

That's the original letter to Mr. Miller. That letter was received by the office of the assistant deputy minister for health services on January 16, 1975. This is the report which went from the head nurse inspector to Mr. Corder:

"Re letter of complaint, January 14, 1975, Mrs. —, Leisure World Nursing Homes, Scarborough, Ontario. My comments on the four issues Mrs. — raises are:

"1. Allegation of the integrity of the nurse inspector staff is questionable, unwarranted, unfounded and mischievous. In the scope of their authority and responsibility, the inspectors are to my satisfaction conscientious, unbiased and efficient.

"2. Unless an appointment is made to discuss a specific area of concern with a senior member of the staff at a nursing home, inspection visits are **never announced**. However, because the inspections are somewhat regular, nursing home staff frequently make an educated guess as to when an inspector may arrive. Also, there is a very efficient grapevine among nursing homes in our area. It is possible that when an inspector appears at one home it may be relayed to other homes in the vicinity. We have no control over this.

[2:30]

"3. We do not agree that the administration of this home is inefficient. From time to time, we have been concerned regarding the staffing pattern in the home due to the particular layout of the facility. However, the overall administration of the home is an acceptable standard. The high turnover of staff is not unusual in a nursing home of this size for two reasons. One, the type of work appeals to only a small number of persons in the work force. Two, there is a more transient population in or close to a large metropolitan area.

"4. Our inspectors have **not observed** that aides are performing tasks that they are not qualified to do. However, this will be monitored. Our inspectors stress in-service training and the doctor of nursing in the home is endeavouring to implement orientation and in-service education on a regular basis."

This memo follows a meeting with the complaint and it is a memo to file from the executive assistant in the inspection branch. "Re Leisure World"—then it names the resident who is the mother of the complainant—On February 24, 1975, Mrs. —, the complainant, mother of Mrs. —, resident at Leisure World, Scarborough, visited to discuss problems in the home. I reviewed the inspector's report of the investigations carried out in response to her written complaint.

Mrs. — had written quite specifically that certain nurses failed to provide assistance while on duty in December.

The nurse's investigation indicated the nurses in question were not on duty on the days she mentioned. Mrs. — disagreed with this. She explained in detail that a friend could confirm these dates—e.g. December 6, 1974, was mentioned—and she said her friend visited with her on this date and left for a trip the next day.

"I called the nursing home while she was in my office and asked for a list of all staff members on duty on December 6, Mrs. — the administrator, listed the staff from the time cards and our inspector's investigation of the time sheets was accurate. Mrs. — suggested then that she may have had her dates mixed up. Mrs. — spent approximately one and a half hours reviewing the problems in the nursing home. In particular, she mentioned a Miss — who, she believes, is unkind to the residents.

"I called Mrs. —" —this would be the administrator—"later about Miss —" —I'm dying to see how this looks in Hansard.

**Mr. Conway:** The blanks and the so-and-sos.

**Mr. Wildman:** As, Bs and Cs would be easier.

**Hon. Mr. Timbrell:** They are third cousins, from Killaloe, as a matter of fact. "Based on our discussion, Mrs. —, the administrator, reviewed Miss —, the staff person's, habits with her registered staff. Mrs. —, the administrator, called on February 25, 1975, and read out a letter she will retain on her files. The letter states that approximately 10 staff members have gone on record to confirm Miss — is a good nurse's aide and has never been seen being unkind to any resident.

"Mrs. —, the complainant, has been asked to remove her mother from the home by the administrator, which she has refused to do. Subsequently, the home's lawyer has written to her telling her to remove her mother from the home by February 28. The reason given is that repair work is planned and this work will affect her mother's allergies.

"Conclusions: Most of Mrs. —'s complaints appear to be valid on the surface. However, on investigation some of the facts she presents are not true. While there were mistakes made in medication and staffing was a problem, many of the other issues are not valid. Mrs. — is in consultation with her lawyer and intends to take action against the home for malpractice. Some of her complaints seem to be aimed at building up a case."



The mother was subsequently transferred to another nursing home.

**Mr. Conway:** Just as a matter of interest, how many others were involved in the request to be transferred as a result of that repair work? There were others involved?

**Mr. Corder:** I understand they were doing repair work to that specific room related to the floor.

**Mr. Conway:** A frightening coincidence. She was the only one who was specifically asked to move.

**Hon. Mr. Timbrell:** Apparently, but the mother is now in another nursing home. That was two years ago and we haven't heard any more.

**Mr. McClellan:** Was there a court case?

**Hon. Mr. Timbrell:** Apparently not.

**Mr. Wildman:** May I ask a supplementary? Just in relation to one of the things that was in the letter you read out, surely your inspection services could be set up in such a way that it's not possible for nursing homes in the same vicinity to warn one another and to anticipate, not on such a regular basis, when there might be an inspection. This seems to me to be very similar to the situation with occupational health when you are talking about inspections of factories and work places by the Ministry of Labour or formerly by the Ministry of Natural Resources.

In those cases it appears to people on the job that there has been warning ahead of time, but we're assured in those cases that it wasn't the regularity of the inspections that made it possible for them to predict. It would seem to me, in all these types of cases, it would be far more sensible to be very erratic in your program inspections. Move around from one place to another; don't be predictable.

**Hon. Mr. Timbrell:** Certainly the branch tries very hard not to signal ahead. When you've got 41 people spread out as they are among head office and three regional offices, part of the problem is to make the best use of their time. I agree that if there are other ways to do that, fine; but we certainly try not to be too predictable.

**Mr. Grande:** What do you mean "if there are other ways"?

**Hon. Mr. Timbrell:** I haven't heard any suggestions today but there may be other ways that we haven't thought of yet which will occur to us or which you may suggest.

**Mr. Wildman:** Give them a little more in transportation expenses and let them drive

long distances between places instead of doing it all in one area at the same time.

**Hon. Mr. Timbrell:** What do they get per mile?

**Mr. Corder:** Twenty cents, I think.

**Hon. Mr. Timbrell:** Twenty cents a mile.

**Mr. Wildman:** That's more than we get.

**Hon. Mr. Timbrell:** Is that an admission?

**Mr. Conway:** It is, absolutely; it's a confession of the purest kind.

**Hon. Mr. Timbrell:** I think I've covered all the questions which were asked yesterday. Of course, let me just say for the record—because Mr. Warner was not here yesterday when I started, nor today—if that's not the question he was concerned with then, certainly, he should let me know.

**Mr. Duksza:** He's ill.

**Hon. Mr. Timbrell:** So am I, but I'm here.

**Mr. Riddell:** When I saw you I thought maybe you had resigned.

**Mr. Chairman:** Would Mr. Conway like to ask a question or two before we go on?

**Mr. Conway:** I would like to continue with some of the things I was talking about at the very end yesterday because I feel the minister was perhaps confused about what was being put. I guess we're now below the six hour mark in terms of time left. It would be about five hours and 40 minutes and we've still got about 65 per cent of the budget to be examined. I know the hon. member for Parkdale—

**Mr. Duksza:** It doesn't matter what they bill you.

**Mr. Conway:** Exactly, so I don't want to take an undue amount of time because I realize that there are other very important votes. I think we spent a fair bit of time on the nursing home aspect and program administration for the first part of this vote.

**Hon. Mr. Timbrell:** Are there any further questions on nursing homes?

**Mr. Conway:** Yes.

**Hon. Mr. Timbrell:** If there aren't, I can send the nursing home staff away.

**Mr. Conway:** I wanted to make a few comments on the subject.

In regard to Monday's review of the report, I wanted to come back to what we were talking about last night. One of the concerns that I had in reading this particular report was the fact that specifically it identified weaknesses in regulations. Since regulations are pretty directly under the control of the cabinet or executive council, I realize



that they must be framed under existing legislation.

For example, on page three, where it refers to the discharge of a resident, it says:

"There is presently no provision in the regulation governing the discharge of residents from a nursing home." It goes on to say: "It is imperative that every effort be made to ensure their needs be met after they leave the home" et cetera.

I presume that this matter had been recognized as imperative for some months, prior to November 1977. Since you have taken the initiative on other occasions—I speak here of the regulation with respect to 195, the ownership in labs taken as an initiative to address a serious and immediate problem as you saw it—why must we face what will probably be a six-month wait before anything is done to address that? I'm looking at your statement here and I get the feeling that we'll probably not be seeing changes before March, April or May of next year. Why is it that kind of situation can't be rectified?

**Hon. Mr. Timbrell:** Well, we are trying to do it as a complete overhaul, or an update.

**Mr. Conway:** But then how does a situation like that develop?

**Hon. Mr. Timbrell:** I guess we could have in the last month said, "Fine, we will do this, this and this," in which case you would then have said that I was in error for not having consulted the Legislature, for not having consulted the public and not having allowed for a period of input. It is a matter of trying to say, "Here is the Act and its regulations as they exist. Here are the comments which have come from my staff. I would be interested in reactions to those comments. I would be interested in any other specific suggestions so that we can do it all together." Any one of them I suppose we could agree today to do, but I would like to do the whole bundle at once.

**Mr. Conway:** It is just that since some of these are identified as serious and immediate problems, my second question would be: How does a situation like that develop, since we all immediately recognize that discharge procedures under those conditions would be vital and immediate and important? And to produce a report five years after the legislation, saying that there is no regulation and therefore no real imperative with respect to the discharge of residents seems to me a shocking indictment of the situation.

**Hon. Mr. Timbrell:** There may well be things a year from now, even after we have

gone through all this that you will be able to point to or I could point to and say, "Well, we missed something there in the drafting and the draftsmanship a number of years ago. This is one area which was either overlooked or which current thinking at that time did not think was a serious problem. The deputy whispered into my left ear that this is a section that deals with enforceable discharges, saying to somebody goodbye rather than somebody leaving voluntarily to go to hospital or back home or wherever.

**Mr. Conway:** I don't think that in any way mitigates somebody—

**Hon. Mr. Timbrell:** In the ministry, we are looking at all of our regulations to see how they can be updated. I think it's something that ministries should do regularly.

If you were to stack all of the regulations and the pieces of legislation that relate to my ministry, it would be many feet high so it is part of a cyclical review of our statutes; and, as I say, from time to time piecemeal or hit and miss changes are made but this is part of an overall updating that we want to bring into place.

**Mr. Conway:** Or secondarily, the comments on page four. I wonder, for example—if it really is given the thoroughness of government generally because it seems to be apparent in other respects—how on the one hand you would frame regulations requiring an advisory physician; that wouldn't I presume be done in a complete vacuum. And then having made that requirement, there seems to be no provision regarding the actual duties that that particular individual is expected to perform. I am left quite amazed at the fact that the need is felt for the appointment of an advisory physician—I suppose we could even talk about the attending physician for that matter—without the obvious concomitant of what the hell he is supposed to do.

**Hon. Mr. Timbrell:** Without defining practice of medicine? You are not suggesting that?

**Mr. Conway:** No, no. I'm referring to your report. It says, quite clearly, that there are no provisions regarding the actual duties that that advisory physician is expected to perform. How do you make the appointment in regulation on the one hand and not somehow specify—

**Hon. Mr. Timbrell:** I understand your frustration. We are pointing these things out. You didn't point them out first.

Interjections.

**Hon. Mr. Timbrell:** Let's do one thing at a time. The point is that I have to come back and suggest to you that we must give credit,

where credit is due, to the ministry. We have taken the entire Act and its regulations from square one right through and said, "Given current expectations, current standards, is this acceptable or does it need to be further updated from what was done five years ago?" [2:45]

I would point out to you, for instance, that we're doing the same thing with the Mental Health Act. I've turned that over to the Ontario Council of Health and asked them to do a complete review of the Act and mental health programs. That was last done 10 years ago. There have been some amendments from time to time in regulations or in the statute itself in the last 10 years but this is a complete update of it.

I can only suggest—because I wasn't there five years ago—that it was felt at the time it wasn't necessary to spell out what the relationship should be between the nursing home and the advisory physician. What is suggested now is an amendment that would require a written agreement—and I ask you to look at the words again—"specifying his or her commitment to carry out the duties outlined in the regulation." The duties relate to checking the patients and assessments for extended care and this kind of thing. Five years later, the feeling is that this is something we should require, so we'll bring it up to date. You can go through section by section and it's really just a matter of bringing it up to current expectations and current thinking from five years ago, which is a good argument for the kind of cyclical review which does go on.

**Mr. Conway:** No question about that. I'd like to ask your deputy, since he has somewhat longer—

**Hon. Mr. Timbrell:** He wasn't there in 1972 either.

**Mr. Conway:** No, I don't suggest that for a moment. I was going to say a somewhat longer period of involvement with the Ministry of Health. What would he offer as a possible explanation? I presume he was involved with the Ministry of Health before February 3, 1977.

**Hon. Mr. Timbrell:** Yes.

**Mr. Conway:** If he wasn't, he can disavow that. How would it be possible for that sort of situation to develop, that you would specify in regulations that a certain appointment is at least required without any attendant duties?

**Mr. Backley:** I wasn't here when the regulations were drafted either. It's been found that in some homes it's necessary to specify what the duties are. I think one finds the

usual range of situations where an advisory physician can perform satisfactorily within an advisory capacity without there being any need to spell out that on day one you do this and on day two you do this, and so on. In other homes, quite obviously, it hasn't worked as well and we found it necessary to put it in regulations. But at a time when we're reviewing the whole Act, then it seems to be at this stage a good idea to put it in the regulations.

**Mr. Conway:** Fair enough.

**Mr. Backley:** In other words, it worked in some places but not in others and we're trying to catch the bad ones.

**Mr. Conway:** Where it didn't work, it was a matter basically of very little being done as opposed to too much being done.

**Mr. Backley:** And our not having any right to say, "You're not performing your duties adequately," because the duties are not spelled out.

**Hon. Mr. Timbrell:** I don't know if you ever sat on municipal council; I did, and I know Mr. Rowe did at one time. A municipality will, from time to time, update a building code—and there are certain aspects in here that deal with building standards—because the current thinking has changed, based on the kinds of experiences, as my deputy says. You find where there are problem areas and you change it.

**Mr. Conway:** Since, Mr. Minister, you disavowed any interest in the public inquiry that was spoken of by my friends on the left the other day and since we all recognize, I think, the seriousness of this whole area, and since we have your statement of Monday in which you have "received the report in order to review by my senior ministry personnel" and since some of these things seem rather immediate, I wonder if you could be at all specific with us this afternoon in indicating when we can expect something in terms of major legislative redress to these shocking inadequacies, as pointed out in some cases.

**Hon. Mr. Timbrell:** I would hope—and really this is an omission from my statement—that the responses to it from whatever direction, would come by about the end of January so that we would be able, in the six weeks following that, to collate all of this information and then propose to cabinet in the early spring the changes to regulations and to the Act.

**Mr. Conway:** So then you would certainly see it as a priority to the extent that you would like to see something done legislatively, say, in the spring session of 1978?



**Hon. Mr. Timbrell:** Yes. The same as, for instance, in the public health review. I indicated there that I don't intend to let it gather dust. A lot of work has gone into it already and I think we can expect reasoned responses from a number of quarters, then we will take action on it.

**Mr. Conway:** Coming to a point of more parochial interest for me, and growing out of the comments made by the previous speaker from Carleton East (Ms. Gigantes), about the nursing home situation in the Ottawa area. I was interested to hear you, Mr. Minister, or one of your assistants, make reference to the fact that the situation in Ottawa is deemed to be serious in terms of an undersupply, in certain cases, of bed space. Were they not right?

**Hon. Mr. Timbrell:** No. I do not think we said that. I think that Ms. Gigantes said that.

**Mr. Conway:** Who was it who indicated here yesterday that there was a need to "farm" people out?

**Mr. Wildman:** The minister.

**Mr. Conway:** I thought the minister or someone on his staff said there was a "farming out" process of people to—and one of the places stuck in my mind was—Almonte.

**Hon. Mr. Timbrell:** No, Almonte was mentioned by Ms. Gigantes.

**Mr. Wildman:** Yes, but you did not argue with her.

**Hon. Mr. Timbrell:** What I was talking about was the fact that—

**Mr. Conway:** What I want to know is, what is the situation? I want to speak directly about the situation in Renfrew county where I personally sense a rather serious situation in some respects, with nursing bed space. I wonder if you do. If so, what do you plan to do about it?

**Hon. Mr. Timbrell:** I think my comments were in respect to Ottawa-Carleton where we have under way, through the district health council and with the active co-operation and participation of the faculty of medicine, this long term need study, which will be ready in 1979. As part of that they will, I think in February, conduct a one-day census of facilities to see who has come from where, and is in what kind of facility.

There are a couple of problems. First of all, as you probably know, one of the continuing concerns of many people in the Ottawa area, which adds an additional wrinkle to planning health facilities for that area which we don't have in most other parts, is the large number of residents of the province of Quebec who

utilize facilities in Ottawa-Carleton, and, in some cases, further up along the river as well, which you would be familiar with. I indicated further, and this is just speculation, that we may find we have some people from other counties where we may have some space available. I know that in Prescott and Russell there were, until recently—I think I am correct—some empty beds. Whether that is the case now as then, I don't know.

**Mr. Conway:** I would not be surprised that there were.

**Hon. Mr. Timbrell:** I am recalling meetings.

**Mr. Conway:** That was the area, I presume, you were referring to indirectly the other day in the House where you indicated that even within the region there were certain areas—I think you said so on Monday—where there were, in fact, an oversupply within selected parts even of the eastern region.

**Hon. Mr. Timbrell:** I was saying that if you looked at the planning standards for nursing homes for the weighted population—that is, the population over 65—that province-wide we exceed those standards by—what? About 5,000 beds? Closer to 6,000.

**Mr. Conway:** What are the figures for the eastern region, particularly Ottawa-Renfrew?

**Hon. Mr. Timbrell:** We have in Frontenac county 193 licensed nursing home beds. Mr. Backley, you had better read because you have some abbreviations here.

**Mr. Backley:** Frontenac has 193 licensed nursing home beds, 50 homes for special care, giving a total of 143 nursing home beds available to the community if you take one factor, the 50, off the 193 you get 143. In the homes for the aged there are 326 extended care beds giving a total—adding 143 and the 326 together—of 469, which is a 4.4 per thousand ratio. Now, the age weighted requirement is 3.4—and that's 361 beds—so there is a surplus of 108 for Frontenac.

**Mr. Conway:** Just to save a bit of time and I appreciate what you are doing, would you just select without going through the whole list, what you have for Renfrew and Lanark?

**Mr. Backley:** Renfrew: 157 licensed nursing home beds; 63 are occupied by homes for special care patients, giving you 94 available. There are 370 in homes for the aged. There has been approval to construct a further 55, giving a total of 519 beds, or a ratio of 5.5 per thousand. The age weighted requirements—that's taking into account population over 65—is 338 or 3.6 beds per thousand. So there is a surplus of 181.

**Mr. Conway:** I just wanted to pursue that.



Are you including in that the 55 beds that have been agreed to?

**Mr. Backley:** Yes.

**Mr. Conway:** One of the things I find really interesting in my constituency—to be really line fence about this—is, if my figures are right, I've got 27 outside of the homes for the aged. There is one private nursing home in my constituency, with 27 units I think—I think those are the figures we got from your office—part of your 157. The 55 that are on stream will affect my constituency if I am not inaccurate in that. That's a Pembroke commitment. Am I not right?

**Mr. Backley:** Yes, I believe so.

**Mr. Conway:** It's the same one.

Just from my own experience it's been really a difficult situation. I was interested to hear other members talk the other day about waiting lists and have been wondering what others have faced. Within my own electoral district which is some 40,000 people—it's not a particularly populous one, I've got, outside of the homes for the aged, 27 units. I don't know what the actual figures are but I know the waiting lists are legendary.

It's interesting to hear you tell me that with the 55-bed unit that is to come on stream—I want to come back to that just for a moment if I can later on—that the waiting list is almost impossible. I just get very defeatist when people come to me with a request to have someone placed, because I know what the situations are at the homes for the aged and it's very difficult to get people in there.

We were nodding here about the situation in Prescott and Russell. I suspect there are presently very few members of this House where they have a population of that amount with—outside of the homes for the aged—27 units to offer. There is such a premium on those 27 units that it is extremely difficult.

What is the status of that—

**Mr. Backley:** The Barry's Bay project?

**Hon. Mr. Timbrell:** The 55 is in Barry's Bay.

**Mr. Conway:** That is not the one I was thinking about. I was thinking about the one in Pembroke, that is being proposed by the sisters.

**Mr. Backley:** No, it hasn't been approved yet.

**Mr. Conway:** I didn't think so.

**Mr. Backley:** It's the joint project in Barry's Bay.

**Mr. Conway:** That certainly will alleviate considerably some of the problem for the north section of the county and the figures

for the city of Pembroke for the aged and aging population, are pretty frightening.

This is one of the things I wanted to draw attention to briefly this afternoon; I am interested to hear those figures. I will be writing and hopefully getting them in detail later on, but I see a serious difficulty in that community. My figures were that within the homes for the aged in that particular county, about 67 per cent were classified, one way or another, as nursing home beds.

[3:00]

**Mr. Backley:** Three hundred and seventy were proposed and that is of the total.

**Mr. Conway:** I think it's roughly 65, 67 per cent. Is that a general ball park figure?

**Mr. Corder:** Some of the homes have no extended care type beds in them at all. Some of them have a higher percentage than that you quoted, some of them may have a lower percentage. That's not necessarily the way it is across the province. It depends on the way the approval was given by ComSoc.

**Mr. Conway:** So you can't generalize in any way to say whether or not that's an unusually high percentage for a home for the aged to have 67 per cent?

**Hon. Mr. Timbrell:** You might want to pursue that with Hon. Keith Norton.

**Mr. Backley:** I think it's one of these cases where an average doesn't mean anything.

**Mr. Conway:** All right. The final point about farming out, or so-called farming out, I don't know where it came from. It was in here the other day.

**Mr. Backley:** According to Hansard it came from Ms. Gigantes.

**Mr. Conway:** Fine. Do you acknowledge that is in fact taking place? Is there any effort being made to alleviate the pressures in Ottawa?

**Hon. Mr. Timbrell:** The concern that was expressed yesterday about which we were chatting, was Ottawa. One of the suggestions has been made to me, and I think I mentioned it yesterday that from time to time—it might even have been by a reporter who is here today from Ottawa—a lot of people come to Ottawa from different parts of the province to take up civil service positions or whatever, and end up bringing the family with them. It's a theory that's been advanced to me, whether it's valid or not. I think we'll find in large measure, if not totally, with the census early in the new year as to where the people in those beds have actually come from.

It may be, and somebody tried to take that up as being a suggestion, that we would force

people to change. That would not be the case, but it may certainly be that we would encourage people and say, "There is something available from whence you come and if you're interested we'll be glad to assist." There would certainly be no coercion.

**Mr. Conway:** Just a final point of interest for those of us in the far eastern region, and it relates to something you said here earlier today. It applies in general to this, and more specifically, to hospital beds and a variety of other health services: What kind of a dialogue or conversation or program are you entertaining with your counterpart in Quebec to sort out some of those very serious problems, perceived if not real, in the eastern region of Ontario and the western section of Quebec, with respect to a proper sharing of the burden for the delivery, specifically, of health care?

**Hon. Mr. Timbrell:** I met with Mr. Lazure, the new minister, in September. Sorry, the first meeting was in June, in Ottawa. We were both attending the federal-provincial conference on health. I raised with him some concerns we have, not just on the numbers of beds but also on modes of payment to our hospitals, modes of payment to our practitioners who treat Quebeckers and so forth. That was followed up with a meeting in September on the day following the provincial Ministers of Health conference.

Specifically I sought information from Mr. Lazure as to what their plans are for the Outaouais region, either in terms of additions to the Sacré Coeur Hospital in Hull or, and we'd heard reports of this, for a new hospital in the Gatineau. I think I'm safe in reporting this, and I've written to Mr. Lazure since, seeking confirmation in writing. My understanding from that conversation and their position was that the next hospital to be built in Quebec will be in the Gatineau. I don't know when that will be. They are putting an addition I believe on Sacré Coeur now. It's an ambulatory facility and services.

That was the one area. The other had to do with the question of how our hospitals are reimbursed by the Quebec health plan for Quebeckers. You see, right now if you were from Aylmer, Quebec, and you went into the Ottawa Civic Hospital the Quebec plan would reimburse Ottawa Civic on their per diem. The fact of the matter is that we tend to see a disproportionate number of cases requiring very specialized services. Whereas a per diem is the total costs of the hospital divided by the patient days, which includes everything from Band-Aids to the most complicated and expensive of treat-

ments and surgery, that's not the basis on which we're being reimbursed. So we arranged that.

**Mr. Conway:** To that extent then, you don't really feel satisfied under present conditions that the services rendered to those people from western Quebec under the Ontario health care system is receiving fair settlement?

**Hon. Mr. Timbrell:** We are suggesting that we look at some different kind of formula.

The third item we raised with them was the manner in which our physicians are reimbursed. Correct me if I'm wrong. For our physicians to be reimbursed by the Quebec plan they must register with the Quebec plan and surrender five per cent of fees—

**Mr. Backley:** To the Quebec Medical Association.

**Hon. Mr. Timbrell:** To the Quebec Medical Association. Even though they might be in Cornwall or in Hawkesbury or wherever. So I raised that with him and suggested that was not appropriate for Ontario physicians treating Quebeckers and my recollection of the conversation was that he agreed.

**Mr. Conway:** Since the reverse does not obtain.

**Hon. Mr. Timbrell:** That's right.

**Mr. Backley:** It's by payroll deduction. But the Quebec Medical Association may not agree with the minister.

**Hon. Mr. Timbrell:** Those are the three areas and I've sought confirmation of that in writing. I'm realistic enough to say that I expect it will take some time to resolve all three, but they are in motion.

**Mr. Grande:** I would like to pick up once again with the minister the case of the rip-off which is going on in private nursing homes and has been going on for quite some time. At least since January 1975. I brought it to the attention of ministry people, not necessarily the minister, last year. For whatever reason or misunderstanding, the problem was not dealt with until I got up in the Legislature and addressed a question directly to the minister. I did not want to go through that process. It was an administrative matter.

**Hon. Mr. Timbrell:** I can't recall, had you written to me before that?

**Mr. Grande:** Not to you. I did not write to the minister because I found out that it was Mr. Graham from the chief nursing home inspection service, so I thought that would be the quickest way to address this particular problem.



I wrote to Mr. Graham regarding this matter in May 1976 and two months later in July Mr. Graham gave me an answer. All that was done was to confirm charges were in effect being charged. That is all that was said.

One of the interesting things about this communication I have from Mr. Graham, says: "The present legislation permits a charge to residents for ironing and mending." As you recall, the problem was that people in Lincoln Place Nursing Home were being charged \$10 for ironing and mending. They did not receive those particular services. Not only that, they were also charged \$2.15 per month for telephone service, without receiving the service. As far as I was concerned, even the \$2.15 a month was extremely high. You agreed. You said it was extremely high, yet you said you can do nothing about it.

I want to go through this communication, Mr. Chairman, because I feel badly about what has taken place regarding this case. I think I've been given the runaround by inspectors, by your whole ministry and as a matter of fact, I feel I've been given the runaround by you, yourself.

**Hon. Mr. Timbrell:** Do you base that on fact?

**Mr. Grande:** It's based on fact. I will attempt to prove it. I'm not going to say that you did it willingly, but the kinds of things you said in the House plus the kinds of things you communicated to me in letters and through the question I had on the order paper—let me go on with that, and I'll prove it in due course.

One of the paragraphs in the letter written to me by Mr. Graham on July 19, 1976 regarding this problem, said: "Present legislation permits a charge to residents for ironing and mending. However, only those residents receiving the service are to be charged. Also, the amount charged must be relative to the extent of the service provided."

The operative paragraph here says: "Our investigation"—and please note "investigation"—"to date of the aforementioned items is merely to confirm the nature and amount of the charges. More thorough analysis is required prior to the finalization of this matter. In this regard, our financial consultants will be requested to undertake the necessary review. The nature and extent of his findings will determine whether or not it is appropriate that corrective action be taken."

I thought there's an investigation going on. I'll just wait. One of these days I will receive some kind of an answer. I've waited two months.

I wrote the following letter to Mr. Graham—  
**Hon. Mr. Timbrell:** What year was that?

**Mr. Grande:** It was 1976.

"Following your letter of May 17, 1976, I was wondering whether the inspector's report has now been completed and you have obtained an answer to my queries regarding the whole matter in reference. If so, I would appreciate receiving the information at your earliest convenience in order that I may in turn pass it along to my constituent before the summer break from the Legislature."

I did not receive any reply to this. Consequently, again on December 1, 1976, I wrote another letter to Mr. Graham saying: "In your communication of the same date," referring to the July 19 letter, "you stated that more thorough analysis is required prior to the finalization of this matter and I have not received any answer. Would you send me an answer? Would you send me a report of the investigation that took place?" That should have been taking place.

I have not received to date any information whatsoever on that investigation. Finally, some time in March 1977 I had just had enough. I addressed myself to you in the Legislature regarding this particular problem. A week later you gave me a reply.

To go back to what you were saying the other day in terms of how fast you give replies, it seems to me that the speed is determined by whether the matter is raised in the Legislature or through the administration. Certainly, through the administration I did not receive a reply to the problems I was raising on behalf of the constituent.

In the Legislature when you answered the question, and I would like to read it in totality here, because I think, though not intentionally perhaps, you are giving me a different story. I'm trying to get away from the term "misleading." I don't know how to do it.

[3:15]

**Mr. Conway:** Watch your vocabulary now.

**Mr. Grande:** All right, you gave me information which in good faith you thought was correct.

"Mr. Speaker, last week the member for Oakwood asked me if I was aware that since May 1976 staff of my ministry knew of complaints concerning charging practices to residents in Lincoln Place Nursing Home, yet had done nothing about it. Specifically, the member asked if I was aware the senior citizens of Lincoln Place Nursing Home were being charged for service they did not receive. Further, the member asked if I would investi-



gate the situation and ensure the residents of the home were reimbursed.

"I have investigated the situation and must thank the member for drawing it to my attention. It appears that through a misunderstanding the matter was not adequately addressed when first discovered by ministry staff in May 1976. I can assure the member I will do everything possible to see this does not happen again.

"A nursing inspector's report has confirmed a \$10 a month charge for marking, mending and ironing of residents' clothes was being applied to all residents, not just those who used the service. The report also indicated a monthly telephone charge of \$2.15 was also being applied to all residents, except for those who have their own phones and those who were bedridden.

"I can advise the member that on March 31 a letter was sent to the home to say that effective immediately these general billings to residents must cease, and that all charges to residents must be accompanied by itemized statements. The letter also stated that care must be taken to bill only those residents using these services. Further, the fiscal resource branch of my ministry is today sending people to the home to determine as best as we can the extent of any overcharges which may have been made to residents"—I can assure that this will not happen again—"I can assure the member that if there have been overcharges to residents, I will insist the residents be reimbursed by the home."

I took this in good faith, and I decided that finally the minister is aware, something is going to take place and the residents are going to be reimbursed for their charges for mending, ironing and the telephone. But I began to be a little bit suspicious when I found out that really nothing was taking place. So I therefore placed a question on the order paper.

Here is where I think you did not give me the proper information. In your answer to the question in the Legislature you said: "I have investigated the situation." In your statement you said: "In my April 14, 1977, statement I indicated that I would insist that refunds be made for any overcharges. This statement was based on the advice of my staff who had addressed this matter purely on moral grounds," which means that up to that particular time an investigation had not been done, because you say that your staff had addressed it merely on moral grounds.

Also you said that because these particular items are uninsured, you have no power or no legislation to cope with them, therefore

nothing can really be done about them. You have no statutory powers, and from that letter of July 1976 I understood that present legislation permits a charge to residents for ironing and mending.

Something is really not clicking here. I get some information from the administrator telling me one thing, from you in the House telling me another thing, and then something in the order paper saying that the investigation was not carried out. Also you stated in the order paper that—

**Hon. Mr. Timbrell:** I am sorry, what investigation are you saying wasn't carried out?

**Mr. Grande:** The supposed investigation referred to in this July 19 letter from Mr. Graham which refers to "Our investigation to date," and, "a more thorough analysis is required prior to the finalization of this matter." That was July 19, 1976. Then on April 14, 1977, you said: "I have investigated the situation." On November 8, 1977, as an answer from you on my question on the order paper you said that you had not carried out this investigation and you were going to carry it out.

**Hon. Mr. Timbrell:** I have the answers in front of me. Where have I said I didn't carry out the investigation?

**Mr. Grande:** Let me find it.

**Hon. Mr. Timbrell:** I wish you would.

**Mr. Grande:** I don't seem to be able to find that.

**Hon. Mr. Timbrell:** Because it's not there, with respect.

**Mr. Duzsza:** It's a conclusion.

**Hon. Mr. Timbrell:** It may be your conclusion, as your colleague suggests, but with respect I did not say that.

**Mr. Grande:** Wait a minute. "In my statement to the Legislature on April 14, I indicated the fiscal resources branch of my ministry would investigate the matter of telephone and ironing and mending charges." You said, "would investigate." On April 14 you said, "I have investigated the situation." That is where the point is made.

**Hon. Mr. Timbrell:** I didn't go to the nursing home. I had investigated it, which means I—

**Mr. McClellan:** Which was it, did you or didn't you?

**Hon. Mr. Timbrell:** Oh, good God, you guys are something else. Carry on.

**Mr. Grande:** That's what I'm trying to convey. Somebody carried out the investigation for you for you to be saying, "on April 14" you have investigated the situation.

**Hon. Mr. Timbrell:** Except on rare occasions, I do not make personal visits to follow up complaints. When I investigate a situation, I investigate it with my staff. If you are going to try to play a little game based on that, fine, play the game.

**Mr. Duszta:** That's what we are talking about. It's not a game. He's talking about the ministry, really.

**Mr. Grande:** You are saying that if I want to play the game, I'll play the game, while what I am attempting to point out is that I fear that you are playing a game with me.

**Hon. Mr. Timbrell:** With respect, you are trying to take that to suggest an investigation was not made, and an investigation was made by yours truly with my staff. An investigation was made by the inspectors, based on which they gave me certain advice. From there, please carry on.

If you are trying to take the fact that I did not personally appear on the doorstep of Lincoln Place Nursing Home, to say no inspection was made, I don't respect that that is a game.

**Mr. Grande:** No, I am not saying that at all. I don't expect you to appear on the doorstep of the nursing home. But I would expect you to get advice from people within your ministry, from inspectors—

**Hon. Mr. Timbrell:** Which was done.

**Mr. Grande:** —before you make a statement in the Legislature.

**Hon. Mr. Timbrell:** Which was done.

**Mr. Grande:** I am suggesting to you that in the Legislature you say that you have investigated, and I suppose the advice from your staff indicated to you that the investigation had been carried out. But in the order paper of November 7 you say that, "I indicated that the fiscal resources branch of my ministry would investigate." I don't know whether I am playing with words or not, but it seems to me that first you said the investigation had been done, had been completed, and then in the order paper you said that you "will carry," you "would at a future date."

**Mr. Backley:** Perhaps I can explain. It's a question of two different groups within the ministry. The nursing home inspectors are by and large nurses. They do the initial investigation on any complaints about nursing homes. In this particular case it was quite clear that more than just a nurse's skills were required. We needed the financial resources group of the ministry to do the investigation. So the first response was based on the nursing home inspection branch's report done by nursing home inspectors.

Second, as the minister points out in his statement on April 14, the fiscal resources branch of the ministry would investigate the matter of telephone and ironing charges. What we now have in the latest statement is the result of the investigation by the financial arm of the ministry. That's why—there were two studies.

**Mr. Grande:** With all due respect, as of July 19, 1976, I understood that a "thorough analysis is required prior to the finalization of this matter," and that the "financial consultants will be requested to undertake the necessary review." That was back on July 19, 1976. Now we're talking in 1977 when I asked the minister the question of the House in this response.

So I would assume that the financial consultants had done this investigation prior to the minister getting up in the House.

**Mr. McClellan:** In fact they hadn't. Would somebody please say that into the record?

**Mr. Backley:** I think that is the position. They had not. They should have done, but they had not.

**Mr. Grande:** No wonder that I have been feeling all the time that I've been getting the runaround in this thing.

**Mr. Duszta:** It's proven in this case.

**Mr. Backley:** What the minister said is quite correct. Anyway, carry on.

**Mr. Grande:** Let's get beyond "these games," as the minister says. I don't think it's a game. I think it is a very serious matter.

**Hon. Mr. Timbrell:** I wouldn't call it a game if I didn't think it was a serious matter and take offence to the way it is being approached.

**Mr. McClellan:** So do we.

**Mr. Conway:** I wouldn't call it a game if I thought it was a serious matter?

**Hon. Mr. Timbrell:** If I didn't think it was a serious matter.

**Mr. Grande:** It is a serious matter. So don't treat it like a game. Surely the important thing here is that those people at Lincoln Place who have been overcharged for almost two years are going to be reimbursed.

Now, you say that it is in your November 8 answer on the question of the order paper. You said that your ministry staff addressed the matter purely on moral grounds, since finally you discovered that there was no legislation. You said that because these services are not insured, you have no legislative power, no statutory power to do anything.

The following are not my words. These



are the words of my constituent who wrote to me initially. Let me just quote him so you won't be able to say that these are the kind of things that members from the philosophical left of this House are saying: "I think that we have here a case where nursing home management, being unable to raise their charges to their liking because of the law, dream up various auxiliary charges to milk the residents, most of whom are, of course, older people with very limited needs."

And this has been taking place for two years. You understood it; you should have carried out all these investigations as fast as possible. Finally in November you said, "All right, I admit defeat. We're going to make sure that these uninsured services are part of the legislation that we're going to be bringing forth some time in the future."

This is all very nice and I'm glad. As a matter of fact, I congratulate you for listening to these particular complaints and for bringing in legislation to deal with them. But my concern still remains. The people who have been "milked," in the words of my constituent, are not being reimbursed for the overcharges.

You say in your response of November 8 that "The home has been advised to establish an appropriate record-keeping system which will accurately reflect the nature and amounts charged to residents for uninsured services. Follow-up investigations have confirmed the implementation of this requirement, as well as the reduction in the monthly charge for telephone of approximately 50 per cent from the previous \$2.15 per month."

My God, 50 per cent reduction on the \$2.15 a month charge for telephone that has been going on for two years in all the private nursing homes of this province. Incredible.

[3:30]

**Hon. Mr. Timbrell:** No, hold on. You say it is going on in all the homes. That is not the case. But don't let fact dissuade you.

**Mr. Grande:** Let me say to you that in at least two other nursing homes that I have some knowledge about, that \$2.15 for the telephone charge and \$10 per month for marking and ironing et cetera is a charge that is there constantly. It is applied. It is an accepted charge in these three nursing homes.

**Hon. Mr. Timbrell:** Additional housekeeping charges, you'd call them.

**Mr. Grande:** It has been going on for two years. As far as the \$10 charge is con-

cerned, you say that it is morally wrong and it is too high. In the case of the telephone charge, you said that the adjustment was made to 50 per cent.

What I am going to be asking of you, where I would like to see some action from you, is that all these people who have been overcharged be reimbursed for those amounts. If they can provide telephone service for a 50 per cent reduction then it appears to me that the other 50 per cent of that money, in other words that \$1.07, has been charged for too long. And the \$10 per month for marking and mending has been charged for too long. I think it is your responsibility to make sure that these people are reimbursed.

Let me conclude, Mr. Chairman. As I said, I congratulate the minister for bringing in recommendations to deal with this particular problem. I hope it comes as fast as possible. If the minister is trying to tell me and other members of this Legislature that they act fast on complaints from nursing homes, my particular experience has been that the wheels turn very slowly.

I would like to repeat what the member for Scarborough-Ellesmere has said. We would like to see those inspectors' reports because frankly, I think that in this particular situation something has gone wrong—misunderstanding, lack of communication, whatever. It leads me to my conclusion that maybe these inspections were not carried out.

I don't know if this is any grounds for you to reassess your position on the inquiry the member for Scarborough-Ellesmere was talking about, but certainly here is a particular case that has been going on for two years. You have known of it since 1976, and in November 1977 you still have done nothing to help reimburse these people for the money they have overpaid for services that they have not received.

I hope that the minister will answer in a concrete manner.

**Mr. McClellan:** Could I just ask one question? How many nursing homes is this minister aware of in this province that are making these kinds of charges?

**Hon. Mr. Timbrell:** I am not sure of the levels. The charging for mending and so forth is fairly common, I understand.

**Mr. McClellan:** Do you know how many, since you have categorized it "immoral" in your response?

**Hon. Mr. Timbrell:** The majority are making charges. The question where the word moral comes in is on the level of \$10 a



month. I don't know offhand what the levels are.

**Mr. McClellan:** Don't you think you should have tried to find out?

**Hon. Mr. Timbrell:** With respect, there are a lot of aspects to this. It is simply not possible for one person, I don't care whether he is a Conservative or a socialist, to keep all the facts in his head.

I have not seen an indication of that. I am told that the majority have a charge for mending, laundry and so forth, but who charges at \$2.50, \$5, or \$7.50 a month, I don't know. I don't know how many do.

**Mr. McClellan:** You inspect them all. When it became obvious that it was a problem, wouldn't it have occurred to you to try to find out how extensive the problem was?

**Hon. Mr. Timbrell:** It is something which is not covered by the Act and therefore the inspectors would not.

The problem is in the difference between advice I was given early in the year that we could do something about it, and the advice I was given in the fall which was quite different. I don't like getting two different sets of advice, but there is my authority.

We are moving to put this into the regulations. It may be a version tougher than this is necessary. I would be interested in reactions to what has been proposed.

**Mr. McClellan:** Since we don't know the extent of the excessive charges, how pervasive the practice of making immoral house-keeping or non-insured charges it, it's hard to determine how severe the legislation should be. Wouldn't you agree? Wouldn't it be useful for you to—

**Hon. Mr. Timbrell:** No. Not if you agree with the arguments advanced by your colleague. I think he is convinced, and obviously hasn't convinced you or you would be able to do the same—

**Mr. McClellan:** Don't play your usual—

**Hon. Mr. Timbrell:** —as to whether the version on page 38 is appropriate or not.

**Mr. McClellan:** You are going to get yourself into real trouble with this kind of arrogance.

**Hon. Mr. Timbrell:** It is not arrogance.

**Mr. McClellan:** It really is.

**Hon. Mr. Timbrell:** I am suggesting to you that one of your colleagues has suggested the extent of the problem. I am agreeing that there is a problem.

**Mr. McClellan:** Which you haven't bothered to identify despite the fact that you

have been aware of it since July 1976 or earlier.

**Hon. Mr. Timbrell:** I haven't been aware of it since July 1976.

**Mr. McClellan:** Your staff have, and they have failed to communicate with you.

**Hon. Mr. Timbrell:** This has come up in the months in which I have been the minister. The agreement has been that this should go in for revisions to the regulations. I am sorry if you take my response as one of arrogance.

**Mr. McClellan:** It is more of an attitude.

**Hon. Mr. Timbrell:** One starts with different assumptions I guess.

**Mr. Conway:** George Drew's humility.

**Hon. Mr. Timbrell:** One of the aspects we will have to look at is whether we have a legal right to make any aspect of the proposed change retroactive. We certainly have no authority in the present Act or regulations to effect what your colleague is suggesting.

**Mr. McClellan:** We understand that. That is why I assume no reply was made to him during that long period of time.

**Hon. Mr. Timbrell:** As I said, I don't like getting two sets of advice. The fact of the matter is I did.

**Mr. McClellan:** There is an extent to which I can sympathize with you in your dilemma, but I think it is very important to know how many nursing homes in this province are charging what can be considered immoral rates for non-insured services. That should have been done, and if it hasn't been done, it ought to be done. If this is pervasive and characteristic it's a fairly serious state of affairs. People are being milked systematically.

**Hon. Mr. Timbrell:** At this point we have decided we are going to do this.

**Mr. McClellan:** But you don't know what is going on in the nursing homes.

**Hon. Mr. Timbrell:** We don't know of any others charging more than \$10.

The point is, at this point when the inspectors go around they must enforce the Act as it stands, which covers an awful lot, just from the size of our report. Based on the reports we have had—this incident and a couple of others that came up—the decision was that this is something that should be included.

I don't know what is to be gained between now and when it is completed in pinpointing who is doing what, because as soon as it becomes law it will become applicable by the nursing inspectors to inspections on and after that date.

**Mr. McClellan:** Put another question on the

order paper then, maybe that will prod you to look at this. It is a matter of enormous significance to me.

**Hon. Mr. Timbrell:** I agree it is significant, otherwise it wouldn't be in the proposed amendment.

**Mr. McClellan:** I also want to know what standards of morality characterize the administrators of our nursing homes in this province. I really would like to know that.

**Mr. Conway:** What was that?

**Mr. McClellan:** I would like to know whether what was characterized by your staff as immoral behaviour, with respect to this particular case, is characteristic of other nursing home administrations in the province or not. I would like to be satisfied about that.

**Hon. Mr. Timbrell:** First of all the word immoral doesn't appear in the answer. What it says is that I made that earlier statement based on moral grounds, a feeling that it should be done; in fact at the time, on advice that we could do something about it. The fact is I had no legal authority to do that, so let's clear the record. The word immoral doesn't appear, so I don't know on what basis you're suggesting as a survey of the morality or immorality, or whatever, of the administrators. What I am saying to you is that we accepted it as a problem and it has been put into the proposed amendments.

**Mr. Grande:** Immorality comes in when nursing home owners find ways and means to make sure, at least in this particular case, that charges they are putting on for uninsured services are totally out of the Act so that you have no jurisdiction to do anything about it. You say under the present law you have no jurisdiction in terms of doing anything about this particular case or getting the money reimbursed. The immoral part comes when private nursing home owners find methods of being outside of the law and yet within the law in making these charges which you called "a moral issue." You said the charge is excessive. Yet as Minister of Health in this province you cannot do anything to make sure this is not done and to make sure that the people—

**Mr. McClellan:** Or to find out how extensive these practices are.

**Hon. Mr. Timbrell:** What I am doing is what you see on page 38, changing the law. That I can do, that I am doing.

**Mr. McClellan:** But you don't find out how extensive these practices are.

**Hon. Mr. Timbrell:** Where I miss your point is, having accepted it as a problem,

having agreed something should be done, having proposed what should be done, having indicated I am prepared to receive comments on what we have proposed should be done, why should I assign staff away from other duties to carry out that kind of a survey, because the problem has already been examined and discussed between us; that's where I miss your point.

**Mr. McClellan:** If I had a parent or a relative in a nursing home that was ripping them off I would be enormously distressed and I would want to be able to assure myself there was a way of dealing with that. I think the people in this province would like to find out, since it's a sufficiently severe problem for you to change legislation, whether it's a practice that is pervasive in Ontario nursing homes or not. I don't think that's an unreasonable request.

**Mr. Grande:** Have you had similar cases from other nursing homes in the province?

**Hon. Mr. Timbrell:** I indicated in my response this month there were two others about which we have had requests for investigations by a financial consultant.

**Mr. Grande:** This is the Taara Nursing Home and which other?

**Hon. Mr. Timbrell:** There have been one or two in the past.

**Mr. Grande:** Is this the result of complaints from people regarding Taara Nursing Home, or inspectors finding it out?

**Hon. Mr. Timbrell:** No; as I said there were requests for investigations. I am presuming they have arisen from complaints. Inspectors raised it with our financial people. In the case of Taara the refunds have been paid. Have we completed that aspect of it with MacLaren?

**Mr. Backley:** It has been our experience where this has happened in the past, and it has happened from time to time, that when it is drawn to the attention of the nursing home they have backed off and reimbursed the residents.

**Mr. Grande:** Are you aware that at Barton Place Nursing Home this has happened?

**Mr. Backley:** Barton Place? That's the same operator.

**Mr. Grande:** The same operator, I see. I wasn't even aware of that.

**Mr. Backley:** It's a franchise.

[3:45]

**Hon. Mr. Timbrell:** The point is, whether it's these three or four we have discussed or more. My answer in the spring of the year reflected the advice, but also my in-

clination as it were. Finding out that I don't have the authority disappoints me. Whether it's three or four or 30 or 40, I think this is the way it should be run. It should be quite clear and above board; and that's the way it's going to be.

**Mr. Grande:** The thing that distresses me is with a problem that was brought to your attention in May, 1976, you wait until November, 1977, to find out you haven't the authority to do anything about it.

**Hon. Mr. Timbrell:** No, with due respect; in the spring of 1977, shortly after becoming Minister of Health, I was being questioned about it. On checking into it and being told I had some authority, I stated a certain position and left it to be carried out.

If there is a fault, it is that six months later, in the midst of a thousand things that go across my desk in a six-month period. I didn't say, "What happened at Lincoln Place?" The position I took in April was carried out. Maybe, somebody should have told me that in checking further my new position was in error.

In the normal process of dealing with matters in the branch, and later on following discussions with me on the project, this was put in.

**Mr. Grande:** Would it be possible for you to make some kind of a statement, so that instead of waiting until sometime in 1979 for that legislation to come into effect.

**Hon. Mr. Timbrell:** No, in 1978; this is 1977.

**Mr. Grande:** Okay in 1978 or whenever it comes; that this kind of thing does not go on, would it be possible for you to make a statement saying, "If it is happening in other nursing homes, let's make sure it ceases to happen." You only tell your inspectors from that particular point on to make sure when they inspect a place they take that into account?

**Hon. Mr. Timbrell:** At the present time, even if our inspectors were saying that the operators would have every right to say, "Thank you for telling us, but goodbye," because the present law is such they don't have to do that.

Certainly the nursing home association is aware, and through them the operators, that this is what we intend. There have been some meetings, and there will be others, with the nursing home association and various liaison committees where this has been discussed and will be discussed. What I am emphasizing is that today, if my inspectors walked into that nursing home or

any other and commented on this, my understanding from my staff is they could just simply say "Thank you for telling us but we don't have to do it." What we are saying here is that they are going to have to do it.

**Mr. Grande:** In other words, if I understand you correctly, you say until that legislation comes into force, the residents in these nursing homes are going to continue to be ripped off.

**Hon. Mr. Timbrell:** No. In instances where we find out about or are told about charges appearing to be excessive, then we will apply moral suasion. But until we've got the change, that's all we can apply.

**Mr. Grande:** But you're saying that moral suasion is not effective.

**Hon. Mr. Timbrell:** No, just a minute. It's effective in most cases. Sometimes we run up against some that are a little more difficult. I indicated earlier, too, that one aspect of this I will be looking at is whether we can legally make this kind of regulation retroactive. If the lawyers and Crown officers tell us that is possible, we might be able to clean up some of the current and past things. I don't say that as a certainty because my understanding of making laws retroactive is that it is not possible as a rule. There are, apparently, exclusions, and we'll pursue that.

**Mr. McClellan:** Is this particular matter addressed in the introductory section?

**Hon. Mr. Timbrell:** It's on page 38.

**Mr. McClellan:** But is it in the introductory section?

**Hon. Mr. Timbrell:** No, I don't think it's covered there.

**Mr. McClellan:** Why not?

**Hon. Mr. Timbrell:** Because we've got this.

**Mr. McClellan:** We've spent an hour on this and have managed to extract from you, fairly painfully, the information we now have. I guess excessive candour is not one of your weaknesses, obviously. It would have been useful to put that in the introductory part of your booklet.

**Hon. Mr. Timbrell:** That's like asking why the book of John did not come before the book of Matthew. It's all in here, the full extent of the ministry's recommendations is in this book. They are not all written in the first few pages; good grief!

**Mr. McClellan:** Good grief yourself. You were hoping you could get through this without these problems being dwelt upon and being scrutinized. Clearly it would be a lot easier on you if you would just make a straightforward statement that you had iden-



tified a problem, indicate that to Mr. Grande and say that you are going to try to rectify it and not put us through this elaborate rigmarole. I can understand how in this minister's case that can be an incomprehensible way to proceed as a minister.

**Hon. Mr. Timbrell:** What I find amusing is that I do understand you.

**Mr. Grande:** I'll just conclude. It seems to me that since this case was first placed before the ministry officials and the minister himself, I repeat it took over a year and a half for the minister and the ministry to come to the conclusion there was no legislation through which they could do anything on this particular problem. Those people who have been paying excessive prices for those services and for telephone services are just not going to be compensated at all. It strikes me that once against the weakest groups in our society, the ones least able to defend themselves, remain powerless. The minister approves that, and many other ministries within this government prove that.

**Hon. Mr. Timbrell:** Did you say "approve that"?

**Mr. Grande:** Prove.

**Hon. Mr. Timbrell:** That's your opinion.

**Mr. Grande:** When we try to raise these particular concerns the minister comes back to us saying, "Ah, my friends from the left are against private enterprise," et cetera. I'm not saying anything in terms of being against private enterprise. All I am saying is I do not want to see anyone in this society suffering as the result of people taking advantage of them. This is a pure case of that.

**Hon. Mr. Timbrell:** Just to respond briefly, regardless of party, everyone would share that last sentiment. I don't like the fact it has taken as long as it has. The fact of the matter is I have acknowledged and do acknowledge it is a problem and it's going to be corrected. If we can correct it in such a way that we pick up some previous abuses—if that's possible, and I don't know that we can—then we will certainly attempt to do so within the framework of the legislation. If not, then we will certainly pick it up as of and from the date the legislation takes effect.

**Mr. Grande:** Is it possible that I can see those inspectors' investigations in this particular program?

**Hon. Mr. Timbrell:** I indicated to your colleague—and I am not sure whether you were here yesterday—that every complaint that comes to me or to my parliamentary assistant will be answered in writing. With that will go a copy of the memorandum to us from the inspection branch which is, in

effect, as far as I am concerned, the inspection report inasmuch as that is the report to the minister or to the parliamentary assistant on the complaint. You will certainly get that for all future ones. If you want a report from the branch to me indicating the total involvement going back to square one, then we will prepare one.

**Mr. Grande:** You will prepare one?

**Hon. Mr. Timbrell:** If you want me to ask the branch to give me a report, going right back to square one as to who has done what with whom and why and so forth, then I'll do so. We'll write to you with a copy of that memorandum.

**Mr. Grande:** I would like that.

**Mr. Conway:** My two friends from Parkdale have listened very quietly for almost four or five days waiting to elevate this discussion to a very eloquent plain on psychiatric services. Since we have about four and a half hours left, I would gladly move to that.

**Hon. Mr. Timbrell:** May I ask, Mr. Chairman, if items 1 and 2 are carried so that we can let some staff go? Are there any other matters on nursing homes?

Items 1 and 2 agreed to.

On item 3, psychiatric services:

**Mr. Duksza:** There are a number of things I want to deal with in that section. I believe of all the departments you have under your control, that is the one which has most problems for a number of reasons. I think your ongoing policy is to dismantle public services which are under your direct control while supporting in many respects services which are private. I want some definite answers about this and you may have to give me the answers later. I will start by going over each of the 12 provincial hospitals one by one to find out how many people you are proposing to let off, with special concentration on Mackinnon Phillips. Then I want to deal with the Cochran situation and move towards psychiatric units in general hospitals.

Can you give me some information on how many people you are letting go in all of the 12? Let's start with St. Thomas.

**Hon. Mr. Timbrell:** At St. Thomas 10 full-time people who were on contract were released.

**Mr. Duksza:** This is when?

**Hon. Mr. Timbrell:** That was as of November 10. There were also 11 unclassified or part-time contract employees released.

**Mr. Conway:** That St. Thomas figure

again was 10 full-time on contract and 11 part-time?

**Hon. Mr. Timbrell:** That's right. I can tell you what they were doing. For instance, going through the full-time people, there were a clerk 2 general, three manual workers, a helper in food services, a cleaner, two agricultural workers, a maintenance electrician and a maintenance mason. In the part-time category there were three helpers in food services and eight part-time nurses.

In the case of Whitby there were no full-time unclassified staff released and 16 part-time unclassified staff.

**Mr. Duksza:** Can you tell us who they are?

**Hon. Mr. Timbrell:** Do you mean their positions?

**Mr. Duksza:** Yes.

**Hon. Mr. Timbrell:** There were nine helpers in food services, three nurses 2 general, three hospital attendants and one nurse 1 general.

For Queen Street, among full-time unclassified employees, there were a laundry worker, five cleaners, one motor vehicle operator whose contract had run out, one occupational therapist and seven nurses 2.

**Mr. Conway:** How many part-time?

[4:00]

**Hon. Mr. Timbrell:** No part-time. The utilization of part-time employees varies from place to place depending upon location, type of program and so on.

At Lakeshore we have seven full-time unclassified and three part-time unclassified. The full-time are six nurse 2 generals and a cook; the part-time are two manual workers and a telephone switchboard operator. This is what we discussed in the House the other day. I believe these were the six nurses who were there to fill in during maternity leaves and so forth.

Kingston had no full-time layoffs but they had four part-time layoffs, all helpers in the food services.

**Mr. Duksza:** No one else? No other hospital except those you mention? Am I correct?

**Hon. Mr. Timbrell:** There were 64 temporary and part-time unclassified staff laid off in the psychiatric hospitals. This is out of a total of 907 unclassified staff. In addition, there is a total full-time complement of 8,005 classified staff, or civil service staff in the psychiatric hospitals.

**Mr. Duksza:** Is the figure of 8,005 classified staff who are now in your whole system, after you have altered the complement? I know that at the Queen Street mental health

centre you have removed a number of people from complement. Could you tell me how many people you have removed from the complement? The freeze that occurred two or three months ago—

**Hon. Mr. Timbrell:** Are you talking about the vacancies?

**Mr. Duksza:** Yes, when people have resigned have you removed them from the complement?

**Hon. Mr. Timbrell:** This number of 8,005 is after the vacancies are removed.

**Mr. Duksza:** So how many have you removed altogether?

**Hon. Mr. Timbrell:** A total of 252 vacancies have been removed, some of which are being reinstated.

**Mr. Duksza:** How many?

**Hon. Mr. Timbrell:** One category we have dealt with in the last couple of days was psychiatrists, that was 20.

**Mr. Jappy:** I am having a meeting with the administrators tonight to indicate to them that the freeze has been lifted on psychiatrists and all applications for psychiatrists will be forwarded immediately.

**Mr. Duksza:** If I am correct, there were five in Queen Street. Are you lifting this completely then?

**Hon. Mr. Timbrell:** That's right.

**Mr. Duksza:** Nevertheless, it is 230 who have been removed, not 250; or have you allowed for 20 already?

**Hon. Mr. Timbrell:** That's right. We have taken the 20 off.

**Mr. Duksza:** So 250 definitely have been removed.

**Hon. Mr. Timbrell:** As you know from the Treasurer's (Mr. McKeough) statement, all ministries are required to trim 2.7 per cent in our spending for salaries and so forth.

**Mr. Duksza:** Even if I accepted the fact that you have to trim it, I would still be concerned as to why you are doing it; why you are doing it in psychiatric hospitals but not in psychiatric units in general hospitals.

**Hon. Mr. Timbrell:** What I would finish saying is that we in the ministry put on the freeze across the board and are prepared to lift that freeze where it is warranted, as indicated vis-à-vis psychiatrists. This means that we will have to make additional savings in other parts of the ministry.

**Mr. Backley:** The positions are reviewed on a weekly basis. Every Friday afternoon we find out where our vacancies are and decide what we are going to do.

**Mr. Conway:** Just a very cursory point on



the five sets of figures that we have. I wonder out loud how, for example, Kingston seemed to get off so very lightly compared to St. Thomas; it was 21, versus four full-time and part-time staff.

Secondly, if you might very briefly consider the situation, you have chopped off a considerable number of food people and all the rest of it, in one case five or six part-time food people. Are we to assume that it's the old story, that the cost is simply going to be cost translated somewhere else? I presume those people had some valid role there. Are we to accept that elimination of their positions will effectively bring about a saving, or will that cost be passed on somewhere else?

**Hon. Mr. Timbrell:** I think Mr. Jappy can respond to that.

**Mr. Jappy:** When we sent cuts down to individual hospitals, it was on the basis of approximately 2.874 per cent of their total budget. We felt this was the fairest method, because naturally the large hospitals have bigger staffs so they should be able to absorb a larger portion.

This was arrived at by the administrators being informed that in no way were programs to be cut. Certain questions were asked with regard to specific programs and they were told they were to be protected.

They were encouraged to amalgamate wards, because some of our facilities are running at less than 80 per cent. In that case we encouraged them to amalgamate two wards into one and see if there could be savings in staff.

However, we told them that under no conditions would we accept cuts in programs. They were allowed to use vacancies which were in existence to come up with this 2.874 per cent savings. That is why you will see that five facilities do not appear on the list for any cut-backs; they had vacancies and by giving up these vacancies, they were able to contribute their share of the total cut-back throughout all of the psychiatric hospitals.

**Mr. Conway:** I was just wondering, if you have taken a significant number of even part-time people in the food services in any one of these institutions, how that can be done without seriously reducing the service?

**Mr. Jappy:** In Whitby's case they're moving from a bulk food system to a tray system. Half of the hospital is on the tray system and the other half is going to the tray system. That's why we're able to reduce some of the part-time dietary staff in Whitby.

I left it up to the administrators, with supervision, to make the cuts where they felt they would not hamper the patient care.

**Mr. Conway:** Thank you very much.

**Hon. Mr. Timbrell:** Would you be interested in knowing the numbers of rated beds as of the first of the month and the number of complement in each facility?

**Mr. Conway:** Yes.

**Hon. Mr. Timbrell:** Okay. This is running through them: Brockville, 529 rated beds—rated beds does not mean that they are occupied—as of November 1, approved complement 739; Hamilton, 600 rated beds, complement 786; Kingston 482 rated beds, complement 788; Lakehead 212 beds, 474 staff, Lakeshore 409 beds, 659 staff, London 544 beds, 809 staff; North Bay 400 beds, 492 staff; Owen Sound, Mackinnon Phillips, 200 beds, 275 staff; Penetang 212 beds in the regional unit, 298 in Oakridge, 560 staff; Queen Street 400 beds, 844 staff; St. Thomas 524 beds, 783 staff; Whitby 504 beds, staff 784. The additional 12 staff to make it up to the 8,005, are in the branch office and reserve.

**Mr. Duksza:** Mr. Minister, what interests me here is that given what you just said about the figures, although they are of interest, it is difficult to put it into perspective. You now have, after reductions, 8,005 classified staff, plus 907; is that correct?

**Mr. Jappy:** No, 8,005 in total. Some of the unclassified are in those complement figures.

**Mr. Duksza:** I assume that we have removed 250, so what you had a year ago—let us just say a year ago, because my next question leads up to it—a year ago you had 8,319. Could you tell me, in terms of the total patients on the books—the way the hospital does, which ones are in the community et cetera—could you tell me what the difference is between a year ago and now?

**Hon. Mr. Timbrell:** On the rated beds?

**Mr. Duksza:** No, not the rated beds, because that is a bit misleading. A lot of patients are out-patients cared for by a major effort on the part of the outside staff, so I think the hospital beds give a correct ratio on the service provided.

**Hon. Mr. Timbrell:** The most recent figures I have are up to the end of 1976. But you might be interested to know the figures for the last five years, starting with 1971. As of the end of the year we had 8,942 patients on the books.

**Mr. Duksza:** Maybe it would be easier if you give me figures for only two years so that we can more easily compare the staff.

**Hon. Mr. Timbrell:** Actually, I want to go back further to show the progression downwards of the numbers on the books.



The figures, since 1971, are: 1971—8,942; 1972—8,695; 1973—7,158; 1974—6,178; 1975—5,416 and 1976—5,030.

**Mr. Duksza:** This is the total number of patients on the books? What do you expect the figures for 1977 to be in your opinion?

**Hon. Mr. Timbrell:** There is an exact monthly figure there; as of the end of September the figure was 4,786. It dropped about a further 250.

**Mr. Duksza:** Do you still allow for another two months to go? How do you calculate this? For a ten-month period?

**Hon. Mr. Timbrell:** No, that's separate.

**Mr. Backley:** As of September 30, as of that date.

**Mr. Duksza:** Is the 1976 figure for 12 months and the figure for 1977 for 10 months?

**Hon. Mr. Timbrell:** No. By the year, as of that date.

**Mr. Duksza:** I see. Does it diminish your patient-staff ratio, generally, for the service?

**Hon. Mr. Timbrell:** No.

**Mr. Duksza:** Have you done those calculations?

**Hon. Mr. Timbrell:** You mean with the new cut-backs?

**Mr. Duksza:** Yes.

**Hon. Mr. Timbrell:** No, I have not. I could, if you wish.

**Mr. Duksza:** The important thing is that I think there would be a diminution. By removing most of the complement you are heading for some major problems in the wards of the psychiatric hospitals.

**Hon. Mr. Timbrell:** The problem is in trying to do it through attrition. If in September we had been given our instructions as to how much we were to save and we could have determined then and there that we would cut certain areas to protect others; we would have laid off staff at that point and that would have been the end of it. But since we are trying to do it mainly through attrition in the system, and since of course there is no way of predicting where the attrition will be, we have, as the deputy indicated, the once weekly review of where our vacancies are. We have the freeze on and the once weekly review. I became involved in one recently and saw the psychiatrist released. We can adjust on a weekly basis as necessary, and that is due to the fact that we are doing it by attrition. It would have been easier from an administrative point of view, and certainly easier to indicate two months ago exactly

where we would end up, if we had simply made the cuts in various parts of the ministry and laid people off.

**Mr. Duksza:** But you are quite aware that in some places the attrition rate is larger and that the younger, more professional staff moves in and out of hospitals much faster, which in effect means that in some places you are significantly depleting the services available and the ratio will change to the detriment of the patients on the ward.

For example, are you aware that at the Hamilton Psychiatric Hospital a young female nurse was assigned to work the night shift from midnight to eight in the forensic unit, and she was alone in that unit. She was, in fact, locked into the unit. Why, I have no idea.

She had direct patient contact and the unit was in a remote part of the hospital grounds. And the staff person who was supposed to come and visit her, a so-called floater, was unable to do that most of the time for the simple reason that the floaters are put on duty in emergency wards.

[4:15]

**Hon. Mr. Timbrell:** That is why we have the weekly review.

**Mr. Duksza:** It doesn't change the fact that the problem exists right now. I am just giving you one example.

**Hon. Mr. Timbrell:** The point is that we rely on the administrators to report problems to Mr. Jappy, or for that matter any other part of the ministry so we can make the adjustments as they come to us.

**Mr. Duksza:** You will find that if you keep on reducing the staff on active treatment units and wards that the situation will occur in which there is only one staff member on a forensic unit—which is potentially one of the more explosive ones—who cannot possibly manage to deal with the problems of care.

**Hon. Mr. Timbrell:** I asked one of my staff to put in a list that I saw yesterday—the total number of staff we had in that part of the ministry over the number of years; and I think if you put that total in against the total number of patients, you would find that the staff-to-patient ratio in the psychiatric hospitals has improved steadily over the years. We are talking about having 8,005 complement, and/or including?

**Mr. Jappy:** Including nine.

**Mr. Duksza:** I have as historical a mind, as you have. There is the example of the early 19th century, Pinel taking the chains

off patients' feet; that doesn't necessarily mean that we can go that far back to compare how much you have improved the service.

**Hon. Mr. Timbrell:** I'm not; I am going back into the 1960s.

**Mr. Duksza:** I am going on what exists right now. I think you know nurse Wayne Williams who on November 8 at the Lakeshore Hospital was assaulted by a patient. This is true, it happens. People will be assaulted by patients in psychiatric hospitals. The point is we must make sure to take precautions so that it doesn't happen more often than it does.

**Hon. Mr. Timbrell:** That particular ward at that particular time was fully staffed; no staff had been removed by layoffs or whatever in the ward.

**Mr. Duksza:** I know it was fully staffed.

**Hon. Mr. Timbrell:** As you say, it is unfortunate. But it is a fact of life when working in a psychiatric hospital.

**Mr. Duksza:** But it will happen to many people. As a matter of fact I have figures for the rate of accidents and attacks on staff by the patients in your system. I have those figures and I will mention them in a minute.

In the case of nurse Williams it is quite true that the staff was there. The point is that the diminution of the staff produces a danger for the existing staff. You have now reduced it by not allowing people to hire more than the complement of 250 staff members, plus 64 on a part-time basis. So you are in fact moving towards taking another major risk.

**Hon. Mr. Timbrell:** I'm sorry, what was that last part?

**Mr. Duksza:** At the moment we already have incidents like the ones I mentioned to you, and I could in fact mention a couple of other horror stories from other places.

**Hon. Mr. Timbrell:** I know a few of them. Shortly after I became minister, one of the first things I did was to pay a surprise visit to one of our psychiatric hospitals on a Sunday morning; nobody but the administrator knew I was coming. That was one of the things I asked for, because he had indicated, as part of my introduction to psychiatric hospitals, that the staff faced a particular problem. I had a report after that, prepared by the branch, as to who was off at that point with injuries and how long they had been off. Has that been updated more recently, Mr. Jappy?

**Mr. Jappy:** These figures can be accumulated; we can pull them off at almost any

time, because we have to do an incident report for each incident that occurs.

**Mr. Duksza:** Have you got them for successive years? What I have are the figures that you provided. It is a summary of work injury and disease statistics for accidents for the period January 1 to December 31, 1976, for all hospitals. If this is exactly what happens every year it would be one thing; however, I have a suspicion there has been an increasing rate, but I would have to have your figures for the year 1975 to compare it. I suspect if you reduce staff there would be even more.

The whole point is that in psychiatric units one extra staff member makes an enormous difference. In the case of nurse Williams you say there was a full complement, but the complement was not adequate enough, he could not get enough help from other staff because they were not able to give him help. So in fact you are relying on other patients; which is fine, patients are very helpful in these things but you still have to have staff people to help.

**Hon. Mr. Timbrell:** I think Mr. Jappy can respond to that, since he has been dealing with the administrator.

**Mr. Jappy:** In that particular case we had a staff of six people to look after 37 patients on the particular shift. One staff member booked off sick, which left five for 37 patients, which is a satisfactory staff-to-patient ratio. However, an additional problem, one of which I am sure the doctor is aware, is the fact that we are treating more acute cases now than we did before. They appear to be more severely disturbed which also increases the incidence the doctor has been discussing.

**Mr. Duksza:** You are quite right that you are dealing with more acute cases; that actually is a point I was going to make. The psychiatric hospitals deal more and more with acute cases. It is because you have made a point—

**Mr. Conway:** Excuse me, Mr. Duksza; on that very point I would like to ask a supplementary question about the specific matter of the Lakeshore and nurse Williams situation.

One of the things that has been brought to my attention—I mentioned it to the minister in the House the other day and I want clarification—is that permanent as well as, some of the people who I guess were laid off yesterday, part-time staff at Lakeshore, have in fact on a number of occasions been requested to work double shift.

That was put to me in a way that made

me think there was a manpower deficiency of one kind or another. Does double-shifting there or elsewhere, if it is taking place at that level, indicate a manpower deficiency? Is it a regular practice?

**Mr. Jappy:** Double-shifting would only be done as a last resort because—

**Mr. Duksza:** I think you are in the middle of a last resort.

**Mr. Jappy:** —it is a difficult work situation; it is sufficiently difficult to work eight hours with the type of people we have in these facilities, and we certainly don't book people on double shifts. For one thing, it costs us time-and-a-half, so it would be cheaper in that instance to hire an additional person than to have somebody work a double shift.

**Mr. Conway:** Agreed. Can you tell me categorically whether or not there has been double-shifting with permanent staff at Lakeshore in the past year?

**Hon. Mr. Timbrell:** After that was raised the other day the inquiry went from my office to Mr. Jappy's staff. It probably hasn't got to him yet and back to me; so the answer to that is being prepared.

**Mr. Conway:** I would really appreciate that because it may point to some of the things that Mr. Duksza raised earlier.

**Mr. Duksza:** You have shown that the provincial psychiatric hospitals take more and more cases of acutely disturbed patients. That is unfortunate, because while you are doing this, putting abnormal stress on the psychiatric hospitals and cutting their staff concurrently, you've actually never exerted pressure on the psychiatric units in general hospitals to deal with this; and you have never particularly bothered to cut down the staff in these psychiatric units. In fact you treat the psychiatric hospitals of Ontario as a stepdaughter while no attempt has been made to control the almost unending expenditure of money by the psychiatric units in general hospitals; which, by the way, often provide less necessary service than the provincial psychiatric hospitals. I'll come back to this point, because I have some interesting figures on it.

**Hon. Mr. Timbrell:** I would be interested in that material, because that's a pretty sweeping generalization about psychiatric programs in the general hospitals.

**Mr. Duksza:** Yes, let me come back to it with the figures.

**Hon. Mr. Timbrell:** I hope you are not suggesting that we should re-institutionalize a lot of the people who would otherwise, cer-

tainly a decade ago, have been in the Queen Streets, the St. Thomases and the Kingstons of this world, rather than in community settings; whether it be in a general hospital in a psychiatric unit or whether it be in a community mental health out-patient program.

**Mr. Duksza:** You see, it's how we deal with them, Mr. Timbrell, which concerns me.

**Mr. Conway:** With all due respect, Mr. Minister, you and the Premier (Mr. Davis) build more straw men—I'm not saying without political effect—than any two politicians I have ever imagined; I suspect that if we disassemble some of those straw men we could solve many of our agricultural problems.

**Mr. Duksza:** Listen to this, the way the minister responded, I mean.

**Hon. Mr. Timbrell:** I've never noticed that in either the Premier or myself.

**Mr. Conway:** Well, I suspect it's more than that.

**Mr. Duksza:** The minister appeals to the motherhood issue in every psychiatrist.

**Mr. Conway:** It's good political strategy.

**Hon. Mr. Timbrell:** Even if it is the case I'm in good company.

**Mr. Conway:** Well, I suspect you are in very good company.

**Mr. Duksza:** I think I agree with you on that. In the past few days the minister was waving the red flag of ideology as a way of distracting everyone from the fact that the quality of care provided is inadequate. Now you have backed up to this motherhood thing, that of course I don't want poor patients to suffer. Don't give me that, to use your own expression, "cock of" something.

**Hon. Mr. Timbrell:** I won't give you that if you won't give me that.

**Mr. Duksza:** That's what you did to me last time.

**Mr. Conway:** We don't have time for ideologies.

**Hon. Mr. Timbrell:** That's right, the thought never crosses your mind.

**Mr. Duksza:** What has occurred in the psychiatric units in general hospitals, of which you may or may not be justly proud, is that they deal more and more with problems that could be dealt with, in fact, on a community basis. I will provide you, in about 10 minutes or so, with something that would suggest this has been a trend and that people who are acutely disturbed, or people who are long-term or chronic sufferers, go in fact to psychiatric hospital. Where the split has occurred between the treatment in the psychiatric units



in the general hospitals, which is better, and the treatment provided in the psychiatric hospitals is in terms of class. If you are of lower class you end up in a psychiatric hospital, you are run by the government; and if you are of middle class or otherwise, you tend to end up in psychiatric units of general hospitals. Part of it is due to the patterns of admission. But let me go back to the hospitals before we move to this.

You say that the way the cut-backs in staff occurred has not affected the service. But are you aware, for example, that a man who has committed three murders has been committed to the North Bay Psychiatric Hospital on a Lieutenant Governor's warrant and the hospital has no forensic facilities whatsoever? Is the minister aware that the reason the patient is in North Bay Psychiatric Hospital is because there wasn't any room at Penetang? Do you appreciate fully the consequences of this?

**Hon. Mr. Timbrell:** Is that a recent one; recently charged or recently transferred there?

**Mr. Duksza:** I am not sure whether he was recently there.

**Hon. Mr. Timbrell:** I read every single word of every file on those Lieutenant Governor's warrants before I sign them, and if I remember correctly the murders involved were committed in 1954; if it's the one I'm thinking of, he is from Sudbury and he was at Penetang.

**Mr. Duksza:** But the point I am making is that it is very difficult to get admission to Penetang; the people I have talked to simply said they cannot provide any more service unless you are prepared to provide them with more staff.

**Hon. Mr. Timbrell:** At Penetang?

**Mr. Duksza:** It's Penetang I am talking about.

**Hon. Mr. Timbrell:** As I am saying, if it is the one I am thinking of, and if you tell me the name of the man I will check it, the fellow committed the murders of his wife and two children in 1954 and has been in Penetang for all intents and purposes ever since. On the recommendations of the review board it was part of his continuing treatment, and rehabilitation as well, that he be moved to North Bay. I believe that is the case.

**Mr. Duksza:** I will have to check on the name. I do think it was someone from 1954.

**Hon. Mr. Timbrell:** Whoever it is, I would like to know.

**Mr. Backley:** Nearly all our psychiatric hospitals have LGW patients who have been released on warrants.

[4:30]

**Mr. Duksza:** That would not be my concern. I have worked with people who have gone through the system and been released to the more general psychiatric hospitals; that's a natural progression of rehabilitation. I'd be concerned only if we had not been able to send new people to Penetang or admit them directly to units like that, which often leads to problems for the staff, both physical and the psychological fear of dealing with a patient, which incapacitates them, actually, from being effective therapeutic workers.

In the next few questions I would like to deal with the situation at Mackinnon Phillips. Are you preparing yourself?

**Hon. Mr. Timbrell:** No.

**Mr. Duksza:** These are written out and I will read them to you. Has the sale of the Mackinnon Phillips Hospital land and facilities to the Owen Sound General Marine Hospital been completed?

**Hon. Mr. Timbrell:** It is approved in principle. Details of the agreement are to be worked out.

**Mr. Duksza:** If not, when are you expecting it?

**Hon. Mr. Timbrell:** We are aiming to complete everything and wrap it up so that they can take over on April 1.

**Mr. Duksza:** Have you notified or been in touch with the unions?

**Hon. Mr. Timbrell:** The union has been notified.

**Mr. Duksza:** Who has been notified, since I met with them only yesterday?

**Hon. Mr. Timbrell:** To whom did the letter go?

**Mr. Backley:** The letter went to Mr. Best from Mr. Maynard.

**Mr. Duksza:** What did you say? I met with them yesterday, so I was just curious as to what you said to them.

**Hon. Mr. Timbrell:** I'll get Mr. Maynard up here and he can tell you what he said in his letter to Mr. Best.

**Mr. Maynard:** We've met with Mr. Best one time. I've talked to him on the phone and written a letter very recently as a result of the announcements.

**Mr. Conway:** How recently?

**Mr. Backley:** Recently enough for it to be received, I was told, about three hours ago. When I was talking to Mr. Best's office three hours ago I was told the letter had been received.

**Mr. Maynard:** I talked to him the day after the announcement came out. We in-

tend to proceed with the human resources branch, which will be meeting with the union to iron out all the problems of the staff.

**Mr. Duksza:** Can I proceed with some very technical questions on that, which maybe Mr. Maynard can answer? What will happen to the pension arrangements of the people now working at Mackinnon Phillips? Will those without vesting rights, which are established at age 45 and after 10 years service, be kicked out of the public service superannuation fund, receiving only their past contribution and a modest interest rate, which is six per cent?

**Hon. Mr. Timbrell:** That's part of the general package of things to be finalized in the agreement.

**Mr. Conway:** No guarantees one way or the other yet?

**Mr. Maynard:** The organization on the pension went through the Management Board of Cabinet. General agreement was reached that we would move things across and that the employees would not suffer. As negotiations go on, there may be some changes, but I don't think so.

**Mr. Backley:** The details have to be worked out and agreed upon, as you say, with the union involved.

**Mr. Conway:** Are you prepared to protect that position?

**Mr. Maynard:** Exactly.

**Mr. Conway:** As a negotiation item, from your point of view are you prepared to protect the people who will be undergoing transfer in those pension arrangements, or is that for you a matter of negotiation?

**Hon. Mr. Timbrell:** Let me understand this. You are talking about a special group of people.

**Mr. Duksza:** Are they going to lose any of their accumulated pension benefits because of the government transfer?

**Hon. Mr. Timbrell:** Our intent as expressed I think by Mr. Auld, who is responsible for the Civil Service Commission, is that they should not.

**Mr. Duksza:** They should not, but will they? Is that the connotation?

**Hon. Mr. Timbrell:** That's our connotation, that they should not—shall not—lose anything because of the transfer. How we're going to do that has not been worked out yet.

**Mr. Duksza:** There's one way of doing it. For vesting rights you need to have 10 years service and to be at least 45 years

of age. Is it possible for you to amend the Public Service Superannuation Act to allow these people not to lose any of the benefits?

**Hon. Mr. Timbrell:** We wouldn't be able to, but I'll take that suggestion to Mr. Auld; we wouldn't be the ones who would amend the Act.

**Mr. Duksza:** No, but you're the person who makes the decision, so your recommendation is what I am seeking here.

**Hon. Mr. Timbrell:** You're putting it forward as a suggestion and we'll take it under consideration. I don't know the merits or demerits of it at this point in time as compared to alternatives.

**Mr. Duksza:** Well it's a fairly large group.

**Hon. Mr. Timbrell:** Without having some analysis of what you are suggesting, I don't think it would be responsible of me to make a commitment one way or the other right here and now, so, I am saying I will take it under consideration.

**Mr. Duksza:** I think most of the employees would want to retain membership in the pension plan, even if they are under the age of 45, I can understand that. Actually in both instances, if they have worked under 10 years or are under age 45, I think they would want to stay in the plan. We should extend this if you are moving them around so drastically.

Will the employees of Mackinnon Phillips lose their benefits under the pension escalation fund?

**Mr. Backley:** There again, the mechanics of that will have to be worked out. The general intent was to ensure that they will not suffer.

**Mr. Duksza:** Is the minister aware that the employees of L. S. Penrose lost their benefits under the pension escalation fund when that institution was transferred to Ongwanada Hospital? I am just mentioning this so that you will remember and not do it this time, so will you look into it and make sure.

**Hon. Mr. Timbrell:** No, I was not aware. It was at ComSoc. I just wondered if any of my staff were aware of it.

**Mr. Duksza:** But if it has happened as part of the government operation, I want to make sure that those people hear, since that is my concern at the moment. Will the minister guarantee that Owen Sound General and Marine Hospital will be obliged to continue all existing wage and fringe benefits to employees of Mackinnon Phillips as a condition of their accepting transfer?

**Hon. Mr. Timbrell:** As I understand it, when it comes about, in effect we would have to merge the two existing structures, so that some people would be red-circled. I do not believe anybody would actually lose. Some people would be red-circled, as it were, to fit into the amalgamated structure of the new hospital. But unless somebody tells me otherwise, my understanding is that nobody would actually see a reduction.

**Mr. Duksza:** So in fact I think it is within your power to require this as a guarantee?

**Hon. Mr. Timbrell:** Yes.

**Mr. Duksza:** You could guarantee this couldn't you, really? You are, in fact, I think guaranteeing—

**Mr. Backley:** We would have to take both sides of the question.

**Hon. Mr. Timbrell:** Yes, I think both ways.

**Mr. Duksza:** I know there will be a problem, because there are two different unions, and that I do not particularly want to deal with at the moment.

**Hon. Mr. Timbrell:** Is CUPE in the General?

**Mr. Duksza:** And OPSEU. OPSEU is in Mackinnon.

**Hon. Mr. Timbrell:** Oh I know that, but is it CUPE or SCIU?

**Mr. Backley:** It is CUPE.

**Mr. Duksza:** It is CUPE at the General and Marine Hospital. Now the employees of Mackinnon Phillips Hospital enjoy certain benefits arrived at under what is called a "local agreement" or a "minute of understanding." Will the minister require the Owen Sound General and Marine Hospital to continue those rights and benefits as a condition of the transfer?

**Mr. Backley:** I cannot say.

**Mr. Duksza:** They have, not a formal arrangement but what the OPSEU people call a "local agreement" or a "minute of understanding." There are certain benefits which come in under that.

**Mr. Conway:** That is a famous phrase. It is not a "memorandum of understanding."

**Mr. Duksza:** It's very close; it is a "minute of understanding."

**Hon. Mr. Timbrell:** Yes. The other problem is, and I think it is tied up with this, the fact there would have to be a vote afterwards as to which union will represent them, which I think will have an impact on that. Again, Mr. Auld indicated earlier

that we would look after that in regard to successor rights for employees transferred out of the public service into situations like this.

**Mr. Duksza:** I think some of the fringe benefits which the union of the General and Marine Hospital enjoys are not quite as extensive maybe as those provided by the OPSEU union in the other place. Naturally the people who are moving will be concerned that they will not lose some of those fringe benefits, unspoken or otherwise. Are you assuring me that this will not happen?

**Hon. Mr. Timbrell:** I cannot assure you until I get some authoritative opinion as to whether this is the kind of thing that will be covered once the successor rights are determined, once the vote has been taken and it has been determined who will be the legal representative of the employees of the merged facility.

**Mr. Backley:** It's difficult for us to say what those unwritten fringe benefits would be or how they would be treated without knowing what they were in an individual case, I think, and discussing it with the board of the hospital.

**Mr. Duksza:** Are you opening here a potential that the people in the General and Marine will look at it quite differently? Are you leaving it to them to decide?

**Mr. Backley:** No, it's a tripartite arrangement.

**Mr. Duksza:** Since you are just doing all this, presumably, to save money, have you indicated before exactly how much money you are going to be saving?

**Hon. Mr. Timbrell:** The savings are \$500,000 a year.

**Mr. Duksza:** What kind of auditing and accounting procedures are you implementing which will show this? Are they similar to the ones which you have used in Doctors Hospital, for example, or better ones?

**Mr. Maynard:** We'll give you the actual cost. In the initial stages it may cost you a little bit more, but thereafter it will be \$500,000. Our estimates, I think, agree. Indeed a year so down the line we will be taking careful recognition of these figures. We're being forced to, incidentally, by others.

**Mr. Backley:** Even if we set the budgets.

**Mr. Duksza:** When Owen Sound General and Marine takes over the Mackinnon Phillips Hospital, or vice versa, what formula will be used to determine the seniority of the employees? Will the employee now at Mackinnon Phillips lose all of their seniority



when the transfer is executed, or will they be allowed to transfer seniority credits, which are important, by the way, for vacation entitlement, which is related to years of service, and determination of future layoffs?

**Hon. Mr. Timbrell:** They will transfer seniority and credits with them, is that right?

**Mr. Maynard:** Yes, OPSEU is very interested in the point you raised, Mr. Duszta.

**Hon. Mr. Timbrell:** That's where he got the point!

**Mr. Maynard:** Clearly, they are negotiating very hard in respect to this.

**Mr. Duszta:** Exerting more political pressure too; good!

**Mr. Maynard:** We are not trying to adversely affect the employees of Mackinnon Phillips.

**Hon. Mr. Timbrell:** Have we got a list of the points so we'll know how many more he's got?

**Mr. Duszta:** That's it.

**Hon. Mr. Timbrell:** Those are all the points.

**Mr. Duszta:** I hope you've taken those in.

**Mr. Conway:** There should be a lot of fancy accounting and accountability this time next year, I'm just keeping a record.

**Mr. Duszta:** It will be joy to do the next estimate.

**Mr. Conway:** We better get an extra 20 hours.

**Mr. Duszta:** All this saving so far has worked not at all. It would be interesting to discover whether this fabulous \$500,000 does materialize next year.

**Hon. Mr. Timbrell:** If you like I'll repeat my opening statement—

**Mr. Conway:** Please don't.

**Hon. Mr. Timbrell:** —wherein I documented savings which had, in fact, been realized.

**Mr. Duszta:** Mr. Minister, I couldn't bear another solo lumière performance, really.

**Hon. Mr. Timbrell:** No, I'll just give you the solo and leave out the lumière.

**Mr. Conway:** The unfortunate thing is that if the law of averages of the last seven years obtains, we will have a new minister here probably.

**Hon. Mr. Timbrell:** I don't think so. At least I am not planning on it.

**Mr. Duszta:** Could we move to one point regarding the situation at Cochrane?

**Hon. Mr. Timbrell:** Cochrane doesn't have a psychiatric hospital.

**Mr. Duszta:** Ah, I know there is no psychiatric hospital; that's the problem.

**Hon. Mr. Timbrell:** Therefore it doesn't come under this vote.

**Mr. Duszta:** It does: provision of psychiatric services. Incidentally, do you remember that I came in the beginning of the estimates and said that I would talk, quite generally, about psychiatric services. I asked you where to talk and you said I could talk now? I'm going to talk, all right? I specifically checked with both Mr. Backley and Mr. Pilgrim.

**Mr. Conway:** He's been so patient.

**Mr. Duszta:** The psychiatric needs of the population are still there, so we have to deal with them. According to the information that I have from a staff member in St. Mary's General Hospital, whose name again I am not going to release to you, there is a waiting list of 90 patients, of which 11 are classified as critical, awaiting entry to the psychiatric ward at St. Mary's; which is still contained, by the way, in the centre operated by St. Mary's. There are only 20 beds available. Are you aware of this situation?

**Hon. Mr. Timbrell:** Of the waiting list, no.

**Mr. Duszta:** Are you aware that people have been waiting? I heard that not only from this source but from a number of others; there has been a waiting list there for some time now.

[4:45]

**Hon. Mr. Timbrell:** Most places would have waiting lists. I haven't heard that their list is that extensive and I don't believe—Mr. Maynard may correct me—the hospital has complained to us about it.

**Mr. Maynard:** The backup for the St. Mary's unit is the North Bay Psychiatric Hospital. I don't believe they have a problem getting in there. If they're waiting for that specific unit, I don't quite understand the problem; I don't understand why they aren't being cared for in North Bay if that's the case.

**Mr. Duszta:** There's a very good reason. It's very far away to start with.

**Mr. Maynard:** If they're that urgent—

**Mr. Duszta:** I can understand the 11 critical ones would have to go anywhere, but the others are prepared to wait. That still doesn't diminish the sense of urgency and need for psychiatric services. If, by any chance, 11 critical people are waiting, have you thought that maybe they also are having

trouble being admitted to North Bay Psychiatric?

**Mr. Maynard:** I don't know.

**Mr. Duksza:** I think that should be checked. My information suggests that also is a problem. There is a problem in admission to North Bay Psychiatric.

**Hon. Mr. Timbrell:** For voluntary patients?

**Mr. Duksza:** No, not voluntary. There is still a modified waiting list for admitting people.

**Mr. Maynard:** There is no waiting list at North Bay Psychiatric at all.

**Mr. Duksza:** It's not a waiting list *per se*, because presumably no psychiatric hospital under your jurisdiction actually is ever allowed to have a waiting list. I have worked long enough in the system to know that. The point is there is a way of postponing admissions. There is one exception. Penetang has a waiting list; and you know that place, they always have a waiting list. Their waiting list works quite differently. How are you going to deal with those people who are now waiting for admission to St. Mary's?

**Hon. Mr. Timbrell:** So far as I know the hospital, through the director of the unit, would be the best judge of the severity of the problem. I am not aware that either the St. Mary's board or the administration has indicated to us there is a problem. You're telling us there is. Somebody will be in touch with us, particularly since they have a very effective member there now, who would also, I'm sure, have brought it to my attention if they were upset, since he's in regular contact with them.

**Mr. Conway:** Who are we talking about?

**Mr. Duksza:** I have no idea whom he's talking about.

**Mr. Conway:** Could you be more specific about who it is we are now speaking of?

**Hon. Mr. Timbrell:** I don't know whom you're speaking of. I'm speaking of Mr. Pope.

**Mr. Conway:** I thought so.

**Hon. Mr. Timbrell:** He is the new, very effective member for Cochrane South.

**Mr. Conway:** Agreed; a leadership candidate too.

**Hon. Mr. Timbrell:** At the rate you're going we're going to have 58 candidates for leader, Albert, do you want to run?

**Mr. Conway:** No, no, Albert. That's why Mr. Pope is on the CBC French network, he can't run.

**Mr. Duksza:** Are you aware—and you must be surely—that the District Health Council has been pushing that the centre should once more provide direct psychiatric services?

**Hon. Mr. Timbrell:** Just a minute now. What's been going on in the discussions is the possibility of moving the in-patient psychiatric unit out into the resource centre and the chronic patients into St. Mary's—sorry, it is the other way around. At any rate, it's a matter of moving units around to make the best use of space at St. Mary's and also at the centre.

I believe the concern of the District Health Council has been in the number of chronic beds, not in the number of psychiatric beds.

**Mr. Duksza:** They suggested there's a need for at least 30 beds; I think they mean chronic psychiatric beds.

**Hon. Mr. Timbrell:** No. The reports have talked about chronic beds, period; not chronic psychiatric beds.

**Mr. Duksza:** Are you going to respond to this pressure?

**Mr. Backley:** We haven't been approached yet as far as I know.

**Hon. Mr. Timbrell:** Half a million dollars was granted with respect to the Timmins situation for the renovation of chronic beds.

**Mr. Duksza:** During the election, I think, you promised to produce extra beds, or the government did, for chronic care.

**Mr. Conway:** You don't believe that.

**Hon. Mr. Timbrell:** That is what the half-a-million dollars is for.

**Mr. Duksza:** Oh it is.

**Hon. Mr. Timbrell:** Yes.

**Mr. Backley:** For physically chronic, not mentally chronic.

**Hon. Mr. Timbrell:** If you want, I will find the letter that went to them.

**Mr. Duksza:** When did you send the letter?

**Hon. Mr. Timbrell:** Two weeks ago. As you know, I'd indicated to the Ontario Hospital Association that the whole capital question was being reviewed and that I would indicate new rules.

This is a letter that went to the administrator of St. Mary's, "Dear Sister Gagnon: As you know, the Ontario government has embarked on a program to restrain its spending. As part of this restraint program our ministry has been re-evaluating its plans to proceed with certain capital projects. While the restraints have made it necessary for

us to defer a number of capital projects, I'm pleased to inform you that the funds that were previously allocated to your chronic psychiatric project are still protected.

"I am sending a copy of this letter to the Cochrane District Health Council to inform them of the situation and to remind council that we are awaiting their recommendations on this project. Should you need further information," et cetera, signed, by Mr. Chatfield, the assistant deputy minister.

Does that answer your inquiry?

**Mr. Duksza:** I must say that it's good that you've done it. My information is two weeks old, so I'm relieved that you have rushed to solve at least one minor problem—

**Hon. Mr. Timbrell:** Shall I read the rest of the letter?

**Mr. Duksza:** No.

**Hon. Mr. Timbrell:** It deals with capital?

**Mr. Duksza:** No, I've got this. You sent it to me.

**Hon. Mr. Timbrell:** You see what a good fellow I am.

**Mr. Duksza:** You said no, no, no; everywhere.

**Mr. Backley:** There are a lot of yeses, too.

**Hon. Mr. Timbrell:** If you want I can read all the letters so that it's very clear on the record.

**Mr. Duksza:** Could you tell me—since we agreed that I can talk about the psychiatric units—

**Hon. Mr. Timbrell:** You talk, we're just listening.

**Mr. Duksza:** No, no; you agreed a week ago. Maybe we could just talk about psychiatric units in general hospitals in Toronto. I'm not sure how many there are. There must be about 16 or 17.

**Hon. Mr. Timbrell:** In the province, 171.

**Mr. Duksza:** About 16 or 17 in Toronto?

**Hon. Mr. Timbrell:** In Metro.

**Mr. Duksza:** A new study has been done on your system which points out the difficulties which have arisen in the treatment of psychiatric patients in Metro. If you accept the fact that only some patients can go to psychiatric units in general hospitals and that others have to go to psychiatric hospitals, the obvious differentiation has occurred: people who are more disturbed or more difficult, as the study calls them, have to go to psychiatric units in psychiatric hospitals; whereas, people who are less diffi-

cult and often diagnosed differently end up in psychiatric units of general hospitals.

I mentioned to you before that one of the difficulties that occurs, and which you have in fact created, is that patterns of admission to psychiatric units in general hospitals and to psychiatric hospitals differ. A typical admission to Queen Street Mental Health Centre would, in fact, be a police admission, while there are very few police admissions to psychiatric units. They tend to be referrals by a general practitioner or a psychiatrist.

Immediately, one realizes that the type of person who is referred by police is different—

**Hon. Mr. Timbrell:** Can I suggest to you that it may be due in no small measure to the section of the Act as it presently stands regarding the authority of a policeman to convey a suspected psychiatric patient—

**Mr. Duksza:** I don't really care what excuse you give. Change the law so that people are treated in the same way whatever their class. The people who tend to be transferred by police psychiatric hospitals tend to be lower class. The people who are admitted on a referral by a physician or a psychiatrist tend to be middle class. That is the point I'm concerned with. Incidentally, not all but many units are allowed to hold patients against their will, so that would not come into it. If you are insistent on implying—

**Hon. Mr. Timbrell:** All I was suggesting is that either section 9 or 10 of the Act deals with the right of a policeman to hold a person against his will and convey him to a psychiatric facility. By and large, the police tend to relate more to the psychiatric hospitals, regardless of who it is or what his background, than they do to the general hospitals.

**Mr. Duksza:** As you have pointed out very well, it's a question of relating and habit, and not in fact a question of the law. The police are used to and have a very intimate relationship with the Queen Street Mental Health Centre and tend to take them there in Toronto in preference, and largely also because the psychiatric units or emergency rooms in general hospitals simply will not deal with them. If they won't deal with them, they naturally go to the psychiatric hospitals.

That is where you fit in terms of policy and making a decision that people, irrespective of their class, should be treated equally. Since we accept that the psychiatric units in the general hospitals provide at least more expensive service, if not necessarily better.



I would say they are probably better.

**Hon. Mr. Timbrell:** I guess we probably have somewhere in house now the final report of the McKinsey people. I haven't seen it yet.

**Mr. Backley:** No, we won't get it for two weeks.

**Hon. Mr. Timbrell:** We will have the final report by the McKinsey people on the Metro and area psychiatric hospitals, and the role study that has been going on. I think certain aspects of what you have been talking about have been covered there. My staff, as far as I know, haven't seen the final version. I certainly haven't seen it. To be able to comment as to the future role we may determine, that may be based in great measure on that report.

**Mr. Duksza:** This is not a new fact. That particular study of which you are talking, of which the final report is due on your desk soon, happens to be what has been going on for some time in your services. In fact, they specified very clearly that you shouldn't take their findings right now as the gospel truth.

As far as I know, they haven't done a unique study. They have collected various statistics that have been already available. What they point out very clearly is that the psychiatric units, which are the most expensive part of your psychiatric services, tend to provide service for less difficult patients, neurotic patients, often patients who go in virtually for cosmetic reasons; that the most difficult patients tend to be repeaters; and that people who are brought in by police, who are invariably of lower class, are admitted to psychiatric hospitals for their treatment. Now that you are diminishing the staff so significantly, these hospitals will undoubtedly be of lower and lower quality.

**Hon. Mr. Timbrell:** I tell you these are your observations.

**Mr. Duksza:** No, this is exactly what the report is going to say, since I have read some parts of it already and I know what they are moving towards. Will you release that report to the public?

**Hon. Mr. Timbrell:** I said that when we commissioned it back in March.

**Mr. Duksza:** Then it will come out quite soon. The report has already suggested that is what is happening. The point I am making here is that you have moved towards cuts in budgets of the psychiatric hospitals where the service is most needed and where they deal with the most difficult patients. You have not done anything to control fairly free and willing treatment to people who often do not need the general hospital psychiatric units.

The report suggests that many of those people who go there are actually diagnosed as being neurotic and could as easily be treated in the community.

If you want to respond, you can do so, because I have a rather interesting correlation which comes from the same study, between the type of admissions in psychiatric units in general hospitals, and the number of psychiatrists and availability of beds in the general hospitals. Are you going to respond?

**Hon. Mr. Timbrell:** I started to before when I thought you were through.

**Mr. Conway:** Put it in a class context, if you will.

**Mr. Duksza:** He's done it already; he's put it in a class context.

**Hon. Mr. Timbrell:** I don't view life in terms of one continual class struggle.

**Mr. Duksza:** Excuse me, in terms of psychiatric services, that's exactly what you have done. You treat the middle class in one place and the lower class in another. That, to me, is a class struggle if there ever was one.

[5:00]

**Hon. Mr. Timbrell:** Hopefully the McKinsey role study will be able to answer to my satisfaction whether or not that sweeping generalization is valid or not. I certainly have no information that would support that, any more than I suggest that you do.

As far as the control of the costs within the hospitals in the last few years is concerned, of course the hospitals have been faced with restraint on the growth in their budgets. Psychiatric departments, as much as any other departments in the hospitals, have been subjected to the ensuing budgetary pressures.

I really cannot accept that spending on psychiatric units in public hospitals, or general hospitals if you will, has gone on unchecked in an irresponsible way as you almost suggest, while government has been containing the growth of its spending on its own psychiatric hospitals. I cannot accept that, because I think the facts deny that.

**Mr. Duksza:** A number of beds have been created in the general hospitals, and the people who provide services besides the ones who are on salary are psychiatrists who charge fees-for-service. Very few are on salary in those units, that is on open service. My concern here is that psychiatrists do their bit; sometimes I question whether they have any use whatsoever.

The point is that I can never accept a service being available to one particular group of people and not to another. If we have trained psychiatrists, and the community pays

for training them, we end up using the psychiatrist largely in private practice or in general hospitals dealing with people who are often minimally disturbed. Meanwhile, the people who are maximally disturbed and are in need of the greatest treatment are, of course, in the psychiatric hospitals. That is what I am driving at.

Now it is a free and open way of paying psychiatrists, a psychiatrist makes a decision as to who to treat; but you have done nothing to change the pattern of practice. By reducing the budgets of the psychiatric hospitals under your direct care, you are in fact pushing those who can least afford to have their services cut off to the lesser care, while often providing unnecessary, or what I call "cosmetic" care, to people in general hospitals. That is the point I am making.

**Hon. Mr. Timbrell:** As I say, I am relying to a great extent on this McKinsey role study to give me some indications of future or potential directions.

Again, if you are suggesting, as I think you are, that the quality of care in the 17 general hospitals is, as you say, of a cosmetic nature—

**Mr. Duksza:** For some, I did not say for all. Many people are admitted on a "holding" action because beds are available. There are more beds than maybe one necessarily needs.

**Hon. Mr. Timbrell:** I can think of a friend of mine who was recently admitted for a couple of weeks to a psychiatric unit in a general hospital and has been discharged. I think he has benefited from it considerably.

**Mr. Duksza:** Mr. Timbrell, of course people would benefit.

**Hon. Mr. Timbrell:** Yes, but I thought you were making a pretty sweeping generalization.

**Mr. Duksza:** Yes, but you cannot provide a plethora, a whole panoply of services for one group of people while there is a whole group of people who can only be admitted to the provincial hospitals, who get minimal service and whose services you are now cutting. That is the point I am making.

**Hon. Mr. Timbrell:** That is the core of your thesis. I don't know that I accept that. I hope that I will find the answers to that in the McKinsey study.

**Mr. Duksza:** But you are probably not aware of the type of population—You said that you did not think there was such a class differentiation in terms of patients, in terms of where they go and how they get treated.

**Hon. Mr. Timbrell:** Just a minute. I said that I don't view everything as one colossal and continuing class war.

**Mr. Duksza:** I wish you would, because then you would do something about the services. Now, the patients who go to the Queen Street Mental Health Centre tend to be almost invariably lower class. Just try to explain to me why it is that the Queen Street Mental Health Centre, or Whitby—

**Hon. Mr. Timbrell:** I don't know that they are; and if they were I would want to—

**Mr. Duksza:** I hate to refer you to my own study, but you should—

**Hon. Mr. Timbrell:** Well, don't.

**Mr. Duksza:** You got it; Mr. Miller had it. It suggests very strongly, although I didn't compare directly with the units in general hospitals, that the patients typical of all psychiatric hospitals in the Metro area, those who go to the psychiatric hospitals, tend to be of the lower classes, and the middle class must be treated somewhere else. I don't know whether you, as the minister, are prepared to counter that.

**Hon. Mr. Timbrell:** But how old are they?

**Mr. Duksza:** And if you don't know the situation as it stands, be assured it hasn't changed.

**Hon. Mr. Timbrell:** I don't know whether I can accept that or not.

**Mr. Duksza:** Maybe you should go and see for yourself at the Queen Street Mental Health Centre.

**Hon. Mr. Timbrell:** I've been to Queen Street; I've been to Lakeshore; I've been to Whitby.

**Mr. Duksza:** Well then look at it from the point of view of classes. Since you say you are not concerned with class warfare, and neither am I, look at it in terms of the provision of services under your jurisdiction.

**Hon. Mr. Timbrell:** The question in my mind would be, if that is the case, hopefully as part of the broad survey the McKinsey role study will tell us whether that is the case; and if so it is because there are insufficient services in the general or public hospitals, up in the catchment area of a particular psychiatric hospital, or is it because of the referral practices? You indicate that many, I don't know whether you used the word "most", people entering Queen Street would go by way of the police—

**Mr. Duksza:** One in three, up to one in three.

**Hon. Mr. Timbrell:**—whereas in the public hospital they would go by way of referral

from a general practitioner, or a psychiatrist or whatever.

I think there are many questions. First of all, I would want to know if it is, in fact, the case; and why that is and whether there are remedial actions required. The question comes back: Are you saying then they are not getting as good care? Because you see I can't accept the assertion that budgets have not been in any way held in check along with the rest of hospital spending. I can't accept that. Maybe, therefore, I won't be able to accept an assertion that the care in the psychiatric hospitals is, in terms of effectiveness to the patient, that is relative to need, less effective.

Mr. Duksza: My own personal feelings don't come into it, because I do believe that the type of care provided by psychiatric hospitals, being often of a more social nature, is probably more effective; but they cannot function unless they have a staff to do it. But it is still not acceptable to segregate, in our province, in our country, according to class. If you are a police admission you go to one, which tends to be lower class; and if you are a middle class neurotic, you get the full benefits of a public system, which means that we subsidize some and take away from others to pay for the treatment of those privileged ones.

Hon. Mr. Timbrell: When you say we should not countenance or condone segregation, I quite agree. The question is, is it in fact happening? I'd want to get some answers to that; and if it is, what are the reasons for it and can those reasons be in some way addressed, whether it's the need for more psychiatric facilities in the public hospitals, in the catchment area or whatever? You made certain assertions; I'm not pleading the fifth or anything, I just have to wait until I see this McKinsey study to see whether I can accept them or not.

Mr. Duksza: I don't know whether that particular study will have analysis of the type of patients by class or by admission, and who accompanies them. If it doesn't, you would have to look into it. The relevant fact here is still what kind of patient is admitted to one institution in preference to the other and whether the police are involved. The police are important here because if you have no family doctor or psychiatrist, which is more typical of someone of the lower class, the police get called; if you have a private psychiatrist, the police don't get called. If a psychiatrist gets called, you go to a general hospital, and if the police get called you go to a provincial

psychiatric hospital. It's a very clear class differentiation. Now you say that you are pleading the fifth amendment, that you are going to look into it, I will accept this.

Hon. Mr. Timbrell: No, I said I wasn't pleading the fifth amendment but I've got to wait; I want to see this McKinsey study.

Mr Conway: I hope that nobody is labouring under the false notion that a major consulting firm is going to give to this government anything that resembles a class analysis of anything. That has got to be a "given" in this situation. I am sure they want further business.

Mr. Duksza: You are right.

Hon. Mr. Timbrell: That added a lot! I will look further into the kinds of comments you have made. The question would be, I guess, with a given catchment area too, if we are going to look at it in terms of classes, where, in percentage terms, are the admissions overall coming from and what kinds of admissions are they? Are they chronic, acute or whatever? When I look at an institution or a program that we run I do not tend to look at it in terms of who is rich or poor or whatever. You cannot really tell, anyway, when you look at them. So it never enters my mind.

Mr. Duksza: But there are certain indices, Mr. Timbrell, even if you—

Hon. Mr. Timbrell: I know there are indices.

Mr. Duksza: I take it that what you are saying to me is you will look into it, study the patterns of admission and consequently, upon discovery of the fact that you are mistreating a number of people of lower class in this city, change the system.

Hon. Mr. Timbrell: I will take note of your assertion and see if the facts bear it out.

Mr. Conway: Mr. Chairman, I would just like to give my friend from Parkdale momentary relief, because I realize he probably wants to come back to this, although we might want to move on to the final part of this vote. But I wanted to talk briefly about the report on psychiatric services in Metropolitan Toronto, dated May 1977.

I want to go through the foreword and some of the recommendations and to elicit from the minister or other members of his staff some indication of response to the report.

I was particularly interested in this report because it originates, I gather from the report's introductory remarks, as a result of a letter from the Director of Psychiatric Hos-



pitals Branch, Ministry of Health, in late 1975 that requested an undertaking be made to review psychiatric services in Metro Toronto to identify gaps in service and formulate recommendations. Obviously the ministry felt at that time that it was a fairly significant undertaking. I noted with interest the chairman, Mr. Mason, in the bottom of his foreword saying that: "We must start now to ensure that Canada's number one health problem is no longer ignored."

That is an interesting comment from someone who has been involved, I am just looking at some of the recommendations, at the bottom of page nine, "Issues and Recommendations," and I will just be brief with these. I want to elicit a response if possible. "Thus all of the recommendations must be considered as part of an overall planning approach. Interestingly enough, it is suggested that few are new or revolutionary."

Given the previous comments I think that is probably a satisfying way to start. "Perhaps we can best repeat the comments of one citizen who, when asked to identify gaps in service said: 'There is one gap that certainly doesn't exist. And that is the number of studies done on mental health services. Isn't it time that somebody did something?' Identifying that 'somebody' seems to be one of the most difficult problems."

Again, for some of us who are lately arrived at this debate as I said in my introductory remarks, I am somewhat impressed by the studies and realize we cannot proceed without some study and support. In my introductory remarks some days ago I think I pointed out a candid observation about health care delivery in Canada, and particularly in Ontario, made by one individual was that we spend more money studying health care delivery than many jurisdictions spend delivering it.

I thought that was an interesting observation and a relatively contemporary one since it's not very old.

[5:15]

Looking specifically at some of the recommendations I realize not all of these direct themselves specifically to the Ministry of Health. I've tried to pick three or four that I do think bear directly upon the provincial jurisdiction and this ministry in particular, paying attention to what I think is a very salient remark by the chairman of the study group that we must start now to ensure that Canada's number one health problem is no longer ignored. He said: "This study indicates that while there have been significant advances in both the treatment for and attitude toward those with emotional problems, the

stigma of mental illness still exists and there remains considerable confusion about emotional illnesses, their origin and treatment. It is therefore recommended that professionals, volunteer associations and self-help groups be assisted by municipal boards of health, local boards of education and the Ministry of Health to expand public education programs oriented to an increased understanding of emotional illness and to the promotion of mental health."

My comment there, as will be repeated later on, is what at this point would the minister have to say in response to some action being taken on his part?

**Hon. Mr. Timbrell:** Can I answer?

**Mr. Conway:** Go ahead.

**Hon. Mr. Timbrell:** I'll give you just one example. We have set up a group of all the community relations people in the psychiatric facilities, with Mr. Jappy as head of the psychiatric branch and Mr. Bain as head of the communications branch working with those people to assist them in developing programs to get out into their own communities around the province to assist in the education of the communities as to what mental illness is. They're saying that it's not the kind of thing you ignore anymore. We've long since gone past the point of locking away our problem cases as a society or as individual families.

Generally speaking, there are a lot of misconceptions among the public about what mental illness is and what mental health programs are all about, whether they be out-patient or in a psychiatric facility. There are tremendous differences between what people think goes on behind the walls of a psychiatric facility and what actually does go on.

**Mr. Conway:** The specific initiative taken has been to get together all the public relations people.

**Hon. Mr. Timbrell:** This came out shortly after I became minister. I attended a meeting of the Ontario Hospital Public Relations Association. A number of our information officers or community relations officers in the various psychiatric facilities are members of this association.

Afterwards, over a beer, they were saying how concerned they were about the image of mental health in the community and that they were really getting down in the dumps about the fact people just didn't understand what was going on in their institutions. I suggested at that point, because they weren't all represented at that meeting, that maybe they'd all like to come into the ministry

head office for a meeting, with me in part but with the head of the branch and with the head of the communications branch of the ministry, to see what could be done about that.

Out of a day-long session they agreed what they should do among themselves, with the assistance of the two gentlemen I referred to, is to begin to develop programs to get out into the community and in a very positive way, rather than always waiting to react to questions or to react to crises or situations, to take the offensive, to tell the community what mental health is all about and what their services are all about.

**Mr. Conway:** What specifically, then, is your role in encouraging that program along?

**Hon. Mr. Timbrell:** What is my role as minister; or the role of the ministry?

**Mr. Conway:** For example, the recommendation of this particular report indicates—

**Hon. Mr. Timbrell:** That was an example.

**Mr. Conway:** You have said they have gone forward and are developing programs in a way that makes me think that perhaps at that point the ministry has sort of withdrawn.

**Mr. Jappy:** We identified six problem areas. I can't recall them all now, but it was identification of the psychiatric hospital with the community, with other professionals, with auxiliary groups—six of the main public relations problems that we encounter in the psychiatric hospital system. They were given a deadline of six weeks to get together and produce a dialogue or a paper on each subject. Within the next week, I will be meeting with these people and with Mr. Bain in communications to review these six papers.

What we intend to do after that is to institute them in all of the psychiatric hospitals. The program includes the making of a film that will describe the services in our psychiatric hospitals. What we want to do is tell them the kinds of things that go on, because there's a great deal of misconception in the communities as to what goes on. A lot of the behind-the-brickwall-type of thing still pervades the community. We want to dispel that if we can. We are taking what we consider to be a very positive approach in that direction.

**Mr. Conway:** Certainly I would encourage you in that. In the interest of speed I will go quickly to another recommendation growing out of the community services section of the recommendations. I think this is interesting in light of what's happening to

one particular group of health-care professionals in this province today, in many cases as a direct result of Ontario provincial government policy. The recommendation says: "Recognizing that the public health nurses are an integral part of both preventive and after-care services, it is recommended that their role be clearly defined in relation to the communities served and be reflected both in development and numbers sufficient to meet the need."

My comment at this point, from my limited and generalized contact with the whole public health nurse situation in Ontario today is that morale seems to be declining as opposed to improving. I wonder how that kind of recommendation can be carried out in light of what's happening to many, although not all, of the people in the public health nursing field.

It goes on to say: "Owing to the critical mental health role of the public health nurse, it is further recommended that the Ministry of Health and the Ministry of Colleges and Universities provide financial incentives for further training of public health nurses in community mental health."

Taking that very specific recommendation, on page 13 of the report, I wonder what, if anything, at this point, has been realized to bring that about. I'm sure many public health nurses would tell the members of this House there's hardly any sense in providing financial incentives to go into any related area, because in many ways the remuneration scales they're faced with when they graduate or get involved in many other related areas just aren't there. There's no sense holding out incentives when they go in if those incentives aren't paralleled on the way out.

Has anything been done in that respect or is anything being contemplated; and if so what is it?

**Hon. Mr. Timbrell:** Basically, what it comes down to is the completion of the inventory. This may be completed by now, but I'm not sure.

**Mr. Jappy:** We're working through the district health councils now to complete that inventory; it's about half done.

**Mr. Backley:** We will extrapolate from Metropolitan Toronto to find out what the provincial picture is before we approach MCUC so that we get some idea of the scope of programs and the number of people who will be involved.

**Hon. Mr. Timbrell:** The reason for the inventory is to determine how people get mental health care and treatment, to test the validity of the recommendation on the



whole province; and if it is valid then we would take it up with MCU.

**Mr. Conway:** You won't be able to do that with the Colleges and Universities until your inventory is completed. I suspect that will be some time in the future.

**Mr. Jappy:** It should be wrapped up within a couple of months.

**Mr. Conway:** Do you agree with it? What do you think of the recommendation?

**Hon. Mr. Timbrell:** As to the role of the public health people?

**Mr. Conway:** No. The recommendation that the Ministry of Health, together with Colleges and Universities, provide financial incentives. Do you think that's a worthwhile thing to do? Given the state of public health nursing in Ontario today, do you think that's feasible?

**Hon. Mr. Timbrell:** I'd have to say I'm not certain at this point that it's necessary. Certainly the role of public health units, and I think this is borne out in the public health review, will increase. What I'm not convinced of is whether we have a problem in getting people to take that kind of training. I can't say much more than that.

**Mr. Conway:** All right; a further recommendation in that subsection, coming out of what Mr. Duksza very properly said just a few minutes ago, I quote: "The general practitioner currently provides the bulk of psychotherapy in the community, and therefore it is recommended that the Ontario Medical Association and the Colleges of Family Physicians, in recognition of the important mental health role of the general practitioner, assist to upgrade competency in this field by supporting further training in psychotherapy for general practitioners." That recommendation does not speak directly to you people, but I think it's an obvious situation. I wonder has there been any direct communication from your ministry to those two designated groups—the Ontario Medical Association or the College of Family Physicians—drawing to their attention the worthwhileness and the immediacy of that particular request.

**Hon. Mr. Timbrell:** I believe there has been. It hasn't come from me.

**Mr. Backley:** I think the report was drawn to the attention of the OMA. I'm not sure about the College of Family Physicians.

**Mr. Conway:** So are you satisfied that what they presently have in terms of special training for general practitioners in this field is adequate, or do you share with this report a concern that there has got to be much more done there? And would you not then think,

as part of that urgency, that it is incumbent upon you to really draw it to their attention, because I am sure they have seen this, and say, "What are you specifically doing at this point in time to upgrade training for the general practitioner?"

**Hon. Mr. Timbrell:** I've met with the College of Family Physicians on other matters since that time. They only meet, of course, once a month, and that particular subject hasn't formed part of the conversation. But I believe there have been some discussions at the staff level as to what plans they might have. Even if we were all in agreement, the development of the programs is another matter. I think at the time we met with the Metro mental health people we agreed with the idea, but the weren't sure, and neither were we at that point, what the curriculum would be. As I say, other than the fact that I believe there have been some discussions at the staff level, I can't tell you, at this point, what the position of either of those organizations is.

**Mr. Duksza:** You say you meet once a month with OMA. How often do you meet with CUPE?

**Hon. Mr. Timbrell:** I don't.

**Mr. Duksza:** At all?

**Hon. Mr. Timbrell:** No.

**Mr. Duksza:** So you don't meet with nine tenths of the nurses. How often do you meet with nurses?

**Hon. Mr. Timbrell:** Quarterly.

**Mr. Duksza:** Quarterly.

**Hon. Mr. Timbrell:** Yes.

**Mr. Duksza:** You meet with only a very small percentage of health people.

**Hon. Mr. Timbrell:** You may be interested in knowing that every Monday morning of 1978 is now booked for liaison meetings between myself and one college or association or another; that's every Monday morning of 1978.

**Mr. Duksza:** That's CUPE too, I take it.

**Hon. Mr. Timbrell:** No.

**Mr. Duksza:** Why not?

**Hon. Mr. Timbrell:** They've never asked.

**Mr. Backley:** We do meet with CUPE and SEIU on an ad hoc basis—or we have from time to time.

**Hon. Mr. Timbrell:** Yes—issue by issue.

**Mr. Conway:** Well surely, in that connection, so much of what's being done in your particular field has such drastic implications for part of the bulk of the working population, that if that's not presently being



done would it not be wise to meet on a very regular basis with representatives of the union people, since from my ad hoc contact with them they—

**Mr. Duksza:** Perhaps you would hear something of the class struggle if you'd meet with other groups as well as the physicians.

**Mr. Conway:** I would encourage that, because I think it's an extremely important thing.

**Hon. Mr. Timbrell:** There are many organizations within the health care field with whom I do not meet regularly. I do not meet with chiropractors regularly; I do not meet with optometrists very regularly; I do not meet with chiropodists very regularly, nor with pharmacists. The point is that we do deal with the OMA and the OHA and the College of Physicians and Surgeons on a monthly basis, because the bulk of the current issues tend to be in that area.

When you're talking about the hospital and the medical profession it's not a case that you have to wait for an agenda to accumulate, there are always ongoing issues; whereas with the unions, about which you have just spoken, and the other organizations, about which I have just spoken, there are meetings from time to time around particular issues or as things that they want to talk about accumulate.

It's just impossible for a Minister of Health to meet with all of them on a regular basis.

[5:30]

**Mr. Conway:** Absolutely, I couldn't agree with you more; but I have to come back to a matter that was raised earlier about priorities. Surely it would recommend itself to you, from pure political worth, that regular meetings—not necessarily weekly—would be worthwhile. I would recommend something of that nature.

**Hon. Mr. Timbrell:** I do have an informal minister's advisory group, chosen by me.

**An hon. member:** An informal OMA.

**Hon. Mr. Timbrell:** No, I have an informal minister's advisory group on which there are two rather senior members of CUPE and one of the SEIU. It's an informal advisory group to me. It is not placed under any particular statute. It is not paid, other than for the cost of meals when we have a meeting. But there are two members of CUPE and one member of SEIU in that group.

**Mr. Conway:** I would recommend—and I am sure that my colleague from Parkdale would concur, since it was his suggestion—

that this would be a very valuable thing to initiate, and I'm sure that you will take that as notice. We expect to hear positive things shortly, since so much of the ministry program is being undertaken with very controversial and in many cases negative results for the average worker within the system. I think it's very significant and would be very worthwhile.

Two other comments within that report I would draw to your attention. There is one on page 14—and again it comes back to what we talked of earlier here, and I guess with some of the things we've spoken of before—hospital base treatment. Quote: "This study indicates three major areas of concern: The lack of a standardized information system; the lack of the clarification of the respective roles of the provincial psychiatric and general hospitals; and the need for systemized discharge planning. The following recommendations are based on the premise that a system incorporating an element of continuity of care is as essential in the treatment of mental illness as in physical illnesses and must be of as equally high quality. It is therefore recommended that: The Ministry of Health, in co-operation with hospitals, develop a standardized information system for the purposes of identifying the characteristics of in-patients and out-patients of psychiatric facilities."

That's a very direct, specific recommendation growing out of an acknowledged shortcoming, or gap, within the present system; that the Ministry of Health, in co-operation with hospitals, develop a standardized information system for the purposes of identifying the characteristics of in-patients and out-patients of psychiatric facilities. That recommendation is now six months old. Again, what, if anything, in specific terms, has been done to address that particular concern?

**Mr. Jappy:** There has been a committee working at the federal level to address this problem, because it is a problem which is prevalent in all provinces. We just don't have a good information system as far as the psychiatric patient is concerned. I think there has been one preliminary report and the task force meets every couple of months. It's a federal task force that is looking at it, so some progress has been made.

**Mr. Conway:** All right. Finally—and I appreciate your indulgence in this—a recommendation under the hospital base treatment subsection, and I quote: "Better co-ordinating links between the hospital and the community are essential and therefore it is recommended that: The Ministry of Health establish guidelines in co-operation with hospitals

for the development of adequate discharge planning for psychiatric patients."

What, specifically, has the Ministry of Health done to establish those guidelines, in co-operation with hospitals, for the development of adequate discharge planning for psychiatric patients?

**Mr. Jappy:** Could I just give you a broad picture. When we met with the Metro mental health people, along with the minister, a couple of months ago, they said the main thrust of the report was to establish a dialogue. They realized that some of the recommendations they had made were rather broad, somewhat motherhood and a little difficult to put into operation. However, they wanted the opportunity to work with the ministry to effect some of these recommendations. That one is a fairly large undertaking, however we anticipate perhaps a change in the catchment areas of the psychiatric hospitals in the Metro area coming out of the McKinsey report. At that point we will convene all the administrators, social workers, et cetera, who are concerned with the transfer of patients, the discharge of patients, between general hospitals and psychiatric hospitals, and outline to them what appears to be the roles of these hospitals, so at least everybody understands what we're supposed to be doing.

We have had one meeting down in the London area with regard to the psychiatric hospitals and the general hospitals, so that people could at least meet one another. I was astounded to see that some of them had met, within general hospitals as well as within psychiatric hospitals, so we have made some progress in that direction.

**Mr. Conway:** I'll just conclude my remarks in this respect with the following comments and observations: I don't know what the Metro people said to you when you met them. All I do know is what they've left for posterity in what they have said in this particular report. They are a rather interesting group, inasmuch as they say at the beginning: "Being aware of the limited funds available for the health care sector and the heavy demands on the delivery system, we have attempted to suggest appropriate points of intervention in places where relocation of resources might be indicated."

That's a tone that's carried throughout much of that report. It's a very pragmatic, and I think worthwhile approach, because oftentimes there is, as you have suggested, or it was alleged that they said subsequent to this, a "motherhood," long-term comment. I don't get that feeling from this particular report.

But you see, I have taken five particular points of the recommendations out of a report that comes not from any federal or Tasmanian origin, but a report that is now roughly two years old in its formation and a report that is brought about because two years ago the Ontario Ministry of Health, in the person, if I read the foreword properly, of a Mr. J. Maynard, approached the Metro Board of Mental Health.

**Hon. Mr. Timbrell:** I was hoping that you would get to that, but it was the ministry itself that commissioned him.

**Mr. Conway:** Exactly, and I congratulate the ministry in the most effusive terms possible; it was your initiative. Since initiatives sometimes are not as frequent as my colleague from Parkdale and I would like, you are to be congratulated for that. You asked them, obviously cognizant of what has been stated here later on, that this is Canada's health problem. I won't accuse you of saying that it should be no longer ignored, because that's an indictment that you probably would be nervous with or about, but certainly you ask that someone, particularly in this case Metro mental health people, initiate a report, which they do, to "identify gaps in the service and formulate recommendations."

What do I hear today on just a selected version of those? One is being studied by the federal government. We're not sure whether or not we've gone to the OMA in any one of those monthly meetings to say, "Listen, we're concerned about this particular aspect of this report. We want clear indication from you that there will be an upgrading in the training of the GP with respect to mental health servicing.

I have not heard today, with all due respect, one specific indication that something specific is being done from this ministry's point of view with regard to a very worthwhile report.

I would conclude, Mr. Chairman, by saying I think it's a very positive initiative, but it has got to be followed through with much more vigour than appears to be the case in this regard. While I realize that one has to move with some care in many of these respects, what does it take to go to the OMA and say, "Listen, we agree with the report. We want concrete steps taken to upgrade the training that is afforded the general practitioner, since so much of the referrals come from and the first point of contact is in that category"? Surely we don't need another consultant study to tell us how to do that.

**Hon. Mr. Timbrell:** Mr. Chairman, for the record, so that the inference of the member



isn't left unchallenged, I didn't say there is another study to be done. I said there have been questions at the staff level.

**Mr. Dukszta:** But there would be.

**Hon. Mr. Timbrell:** I agree. Listen. I think one of the things that's a problem in government generally, and why I guess I generally don't react to either your original suggestion of a week or 10 days ago of a royal commission—

**Mr. Conway:** Now, now, that's for the record. That suggestion, which I think is self-evident in it's wisdom, says that we should have a select committee. I repeat now for the minister's benefit—I realize that he is not well today—I am going to say for his edification yet again that one of the things that has been very interesting in this ministry, which has been studied to death by everyone, is that unlike most other major social development ministries—not to talk about Energy or any of the others—this one has increased in terms of expenditure and contact and all the rest of it, responsibilities, but it has been spectacular, in so far as study and all the rest of it is concerned, in its avoidance of the political input at the select committee level.

I think that says something about the way this particular government has, over the past 10 years, viewed the evolution of health care and its delivery in terms of Ontario. That's the point I made. I don't know what suggestions, irreverent or otherwise, were put forth by my friends on the left, but my suggestion is purely for a select committee to come to terms with some political input with what I grant will be some very difficult choices we face in the future.

My point in this respect is you've got some very easy, worthwhile suggestions in this report, which I think should be pursued with a vigour which I am not convinced from today's encounter is in fact taking place. I will rest my case at that. I don't want to disturb the committee further.

**Hon. Mr. Timbrell:** To finish my response, which was interrupted—

**Mr. Conway:** And properly so, for the misinformation it sought to put on the record.

**Hon. Mr. Timbrell:** —I don't know whether a royal commission and a select committee are much different. In my early days in this House, a select committee went for a few months, now they tend to go on for years.

**Mr. Conway:** We can fix that.

**Hon. Mr. Timbrell:** Yes, make it go on for more years.

**Mr. Conway:** Not at all.

**Mr. Wildman:** Once the report comes in the government never responds.

**Hon. Mr. Timbrell:** The point is, Lord knows, there are new problems that crop up that need to be looked into, but in many respects I see my role—and this is probably true of any Health Minister in any other jurisdiction in the country—as taking, if you will, what's already on the shelf, trying to sort out the priorities and the pro's and con's of what is already on the shelf and doing something about it.

**Mr. Dukszta:** That's refreshing. The tenth minute they were saying, "It's wonderful," in the eleventh you may even be able to do it.

**Mr. Conway:** For example, you meet with the OMA once a month. Surely, with this kind of a report, obviously you have not discussed it with them on that level.

**Hon. Mr. Timbrell:** No.

**Mr. Conway:** I would just recommend that to you. I think that's perhaps in many ways the easiest of these recommendations for you to come to terms with, because it doesn't involve your participation directly.

**Hon. Mr. Timbrell:** There are daily contacts, just so you understand this. I am reminded of the person who recently joined my staff, who used to be in another part of the government, who thought running a ministry or being in a minister's office was a piece of cake. You just phone up and things just happen on a daily basis. That person has since learned better.

**Mr. Conway:** Only the Treasurer (Mr. McKeough) can do that.

**Hon. Mr. Timbrell:** No. There are daily contacts between the OMA and my staff; the College—

**Mr. Dukszta:** Oh, my God; it is getting worse, not better.

**Mr. Conway:** There's a terribly "management" ring to that list. I'm almost beginning to feel working class.

**Mr. Dukszta:** I always suspected that; it's probably nightly, too.

**Hon. Mr. Timbrell:** There may be. I haven't checked up on that. The point is it is being followed up with the OMA.

You didn't get into the business of boarding houses, which is something we're following up with ComSoc, in which it's been agreed that Metro mental health people will have a role. It's a pity you didn't pinpoint that as one of the more serious recommendations, because it is one of the most serious in there.



**Mr. Conway:** I'm delighted to hear that. I just took a few, I didn't want to go further with them.

Studies are valuable only inasmuch as their recommendations are pursued. I can appreciate how, in some study reports, you'd say, "No, this is not acceptable to us as a matter of policy; therefore, we will not proceed with it." I'd like those to be identified.

Where an identification is made in positive terms, to have someone tell me today, "That's being done by the federal government"—God bless us! From the point of view of what the information—

**Hon. Mr. Timbrell:** It's a federal task force. If my recollection is correct, we have representation on that task force.

**Mr. Conway:** Exactly; this report comes from the appreciation, on someone's part in your ministry, that there are gaps. The gaps are identified, and then you leave the resolution to the federal government.

**Hon. Mr. Timbrell:** No, no.

**Mr. Conway:** I can understand you want a task force to be more comprehensive, but I'm saying surely a more localized initiative might be appropriate.

**Hon. Mr. Timbrell:** What I indicated was—I'm sorry that you've misinterpreted it—am I not correct that we have representation on that task force?

**Mr. Conway:** I'm sure you do.

**Hon. Mr. Timbrell:** It's not a matter of leaving it to the federal government. This is a problem which is not peculiar to Ontario. It is one being experienced by all provincial governments. If memory serves me correctly, there are right now, about 60 or 70 federal-provincial or inter-provincial task forces looking into a great many things, whether it is standards for psychiatric care or whether it is neurology or obstetrics or whether it is research. I've proposed in recent months that we try to get the—

[5:45]

**Mr. Conway:** Did you say there might be 60 or 70 task forces of one description or another in the health field alone?

**Hon. Mr. Timbrell:** That's right.

**Mr. Wildman:** Sort of like a royal commission.

**Mr. Dukszta:** It could go on forever, couldn't it? Absolutely forever.

**Mr. Conway:** From the point of view of information, that's an interesting figure.

**Hon. Mr. Timbrell:** As a matter of fact, when the ministers met in June, that was

one of the subjects; how could we reduce the number of task forces?

**Mr. Dukszta:** Did you think of acting occasionally?

**Mr. Wildman:** Do you want a task force on that one?

**Hon. Mr. Timbrell:** I suggested that if we didn't meet once in a while perhaps there would be fewer task forces created.

**Mr. Conway:** Just as a matter of interest, how often do you meet with your senior social development policy minister to discuss matters of this kind? Do you have regular contact outside of cabinet?

**Hon. Mr. Timbrell:** We meet once a week.

**Mr. Conway:** The social development group?

**Hon. Mr. Timbrell:** The ministers, yes.

**Mr. Conway:** Once a week.

**Hon. Mr. Timbrell:** Once a week, as a Social Development field.

**Mr. Conway:** I just wondered about that.

**Hon. Mr. Timbrell:** I'm trying to suggest that you develop an appreciation of the immense complexity of this field, and I'm sure you're beginning to. It seems, at least from my experience, that you never start down a path without ending up with half a dozen more questions or half a dozen more subjects that you need information about that you hadn't thought of in the first instance.

I must admit a frustration at seeing or feeling that the subject area is being studied to death. Yet I know that if I come to the House or to the public with a program or a proposal that doesn't have all the t's crossed and the i's dotted, and that hasn't been backed up by task forces and something in writing, if I come in and I haven't got something in writing you raise hell. If I come in with too much in writing you raise hell, so it's almost a no-win situation.

**Mr. Conway:** You don't even look like John White, so don't—

**Hon. Mr. Timbrell:** I don't like port either, so what?

**Mr. Dukszta:** Another failing.

**Mr. Conway:** I think we can suffer one John White from the Tories per generation.

**Mr. Chairman:** Mr. Wildman, I think, has been waiting patiently here to say something. Is it on item 3?

**Mr. Wildman:** Yes, Mr. Chairman. I was waiting with interest as the minister was pushing my friend from Renfrew North closer and closer to a class analysis of the psychiatric—

**Mr. Conway:** Just a poor working boy.

**Hon. Mr. Timbrell:** I want to make sure he doesn't leave the room later, because I want to know what the reference to John White was.

**Mr. Wildman:** I have some questions regarding task forces and the need for them.

John White was probably the best example of someone who did an awful lot of things with, apparently, very little support, and in that light I'm trying to appreciate your situation. We've got Edwardsburgh, for example. I sometimes wish there'd been a little more study done on that, because my friend the member for Ottawa South (Mr. Bennett) was right; and we have Minaki Lodge in the north, perhaps it could be used as a psychiatric facility. However, I would like to ask some questions regarding psychiatric care in northern Ontario. I don't think it should take very long.

Could the minister give me some idea of what is being done to deliver psychiatric services to small, isolated communities in the north, such as, I'll use an example from my own riding, Hornepayne, where previously, before the cut-backs and so on, they were being served in an institutional sense by the facilities in Timmins? Could you give me some idea of what is being done now to deliver individual patient care, and also to deal with the public health aspect of community mental health in terms of what kind of services are going into a place like Hornepayne. I'm using Hornepayne because it's probably a good-sized community and a good example of one that is very isolated.

**Hon. Mr. Timbrell:** I'm not certain of Hornepayne in particular; in some areas we do have psychiatrists. For instance, I know there is one psychiatrist who works out of the Algoma San and who travels around to some of the smaller centres within his catchment area.

**Mr. Wildman:** I don't think they go north of Wawa. I'm not sure that they do.

**Hon. Mr. Timbrell:** I'm not sure whether Hornepayne comes into his area or not. For your area, we have approved the conversion of the nurses' residence in Sault Ste. Marie, for the addition of psychiatric beds.

**Mr. Wildman:** I'm aware of that, but my question is does that serve the far north? I'm not talking specifically about Hornepayne, I'm using that as an example.

**Hon. Mr. Timbrell:** I'm not sure, and I'm looking to see if anybody can tell me whether that psychiatrist who is on the circuit, as it were, out of the Algoma San, covers Hornepayne.

**Mr. Wildman:** I think he just goes to Wawa.

**Mr. Jappy:** We have recently retained a full-time psychiatrist in Timmins. Hornepayne, Kapuskasing and those areas have been using North Bay Psychiatric Hospital.

**Mr. Wildman:** Yes, since the other facility shut down.

**Mr. Jappy:** Right, as a tertiary facility.

**Mr. Wildman:** It's a long way away.

**Mr. Jappy:** Yes, it is. I believe Hornepayne would like to attract a resident psychiatrist, but it's probably easier said than done.

**Mr. Wildman:** There's only 1,800 people there.

**Mr. Jappy:** Right. We did have a meeting with them to discuss their programs; I think it was held in Timmins in the summer sometime. We have told them that we'll do whatever we can from the North Bay Psychiatric Hospital as far as visiting teams or helping them out with difficult patients goes.

**Mr. Wildman:** Then you'd go by CNR from North Bay to Capreol and to Hornepayne, I would imagine.

**Mr. Jappy:** I don't know how they'd get there.

**Mr. Wildman:** I suppose that's one way of getting there. It's on the main line, but when you consider the distance—I don't know the distance by rail, but it's quite a distance.

I'm just wondering what, in general, you are doing to serve the community with psychiatric care. What training do the people who are going in there now get? For instance the public health nurse in the Porcupine district I think serves Hornepayne; what is being done to get people in there to deal with the everyday problems that don't require institutionalized care?

**Hon. Mr. Timbrell:** Dr. Suttie, the assistant deputy minister know; I'll ask him to comment.

**Dr. Suttie:** I have some information, sir, with regard to the staff at health units. The North Bay health unit and Timiskaming health unit have psychiatric staff available to cover Hornepayne and surrounding areas. These have been beefed up recently and there are nursing personnel and others to cover the details of continuing care.

**Mr. Wildman:** I see. How is the present system of using the North Bay facility working out for a place as distant as Hornepayne? Is that satisfactory in comparison to when they were served by the other facility that has now been partially terminated?



**Dr. Suttie:** It's a situation that we're keeping a pretty close watch on. There is another initiative that we have asked for under the several million dollars, I think it's close to \$3 million, for community mental health projects.

We are a little bit unhappy about the lack of initiative coming from the north in terms of applications for such projects. I can go into the details of these projects in a minute, but this is money which is there to stimulate and evaluate innovative initiatives in just such areas, both geographically and functionally, such as those you are referring to.

**Mr. Wildman:** I'm sure you'll realize, though, in a place like Hornepayne, or other small communities in the north, where you don't have adequate dental care, where you don't have adequate community physical health care, mental health care tends to some extent to be on a lower priority list for the local people and the local officials. It seems to me a little bit inadequate to say that the initiative hasn't come from the local people and from the north. Are you talking about the medical profession in the north when you say that? Who are you talking about?

**Dr. Suttie:** No, I'm talking about community groups.

**Mr. Wildman:** When they still don't have a dentist and when they still don't have a community health centre, then they're not going to be looking for a psychiatrist; although I notice you said they're interested in getting a psychiatrist into that community.

**Hon. Mr. Timbrell:** I wonder, could Dr. Suttie perhaps complete his answer.

**Dr. Suttie:** Inasmuch as you brought up the subject of dentists, there are new initiatives which have been discussed—

**Mr. Wildman:** I know.

**Dr. Suttie:** —in the community there, so that's under advice. The very fact that we recognize the point, that perhaps some communities have less than their full top priority response to mental health problems, is exactly the motivation for the initiative that was taken in developing, and trying to develop, more of these community mental health projects.

Having answered that, sir, I would say we don't consider the statement that, "Well, maybe the community initiative or priority is not high enough," as a simple response and just leave it.

**Mr. Wildman:** I hope not.

**Dr. Suttie:** Having said that we are con-

cerned about it is an illustration of the fact that we are monitoring it closely and will respond.

**Mr. Wildman:** I wanted to point that out, using Hornepayne as an example because it is probably one of the most isolated sizable communities in my area. What liaison do you have with the social workers who work for the Children's Aid Society or work for the social welfare agencies, and so on, and that go into a place like Hornepayne in order to identify problems that might be dealt with by the North Bay and Timmins health units, since you say they have personnel that might go into Hornepayne if there were problems that needed to be looked after.

**Dr. Suttie:** There are working contacts at various levels, including between ministry level and actually on the ground. The health unit staff are particularly well aware of the other than purely health related problems they meet, and there are a number of quite well established personal and formal communications. I can list these for you.

**Mr. Wildman:** Can you tell me why it's North Bay—and did you say Timmins?

**Dr. Suttie:** It is Timiskaming.

**Mr. Wildman:** Why are these the health units providing psychiatric care to Hornepayne when the Porcupine health unit is in charge of everything else that health units are in charge of in that area? Frankly, I would also ask why are they doing it and not the Algoma health unit? What is the reason for this division of services?

**Dr. Suttie:** Part of the problem of supply in the north, of course, is the problem of recruitment of staff to begin with. As far as a specific rationale for one or another goes, I think that I would like to ask Dr. Gordon Martin to come up very quickly, because he has a more detailed knowledge of that specific situation.

**Mr. Wildman:** While he's coming up I wanted to ask the minister—

**Mr. Duxzta:** Yes, go back to the minister.

**Mr. Wildman:** —what he's doing in north-eastern Ontario and the north to deal with the problem of psychiatric care to francophones?

**Hon. Mr. Timbrell:** Dr. Martin is the chief medical officer of health in the province, and if he can't answer your detailed questions now, then we can go into them on Monday.

**Dr. Martin:** My understanding is that the health units that have added additional psychiatric support services are those working closest with the facility in Porcupine. They



have the responsibility for the same geographical area, which you have previously stated quite correctly, so the services provided by the staff, who are basically public health nurses, psychiatric social workers, relate to the same geographical area as the health unit.

[6:00]

**Mr. Wildman:** Can you explain to me why Hornepayne is served, as far as health services are required, out of Porcupine and Timiskaming and other places, when they get all of their social services from Sault Ste. Marie and Thessalon?

**Dr. Martin:** This is a very excellent question, I wish we knew the answer. The basis for it, of course, is that health units are incorporated by bylaws passed by their own municipal councils and accepted by boards of health and the councils of the parent municipalities. In looking for service—

**Mr. Wildman:** You have a new Algoma health council just appointed.

**Dr. Martin:** Yes, but the—

**Mr. Chairman:** It is now 6 o'clock. Apparently the vote will not carry.

Let me tell you this; you've spent 17½

hours up to now, you have two and a half hours. You have four more important items on this vote, and another vote we haven't touched. I'm letting you know that.

**Mr. Conway:** Mr. Chairman, I'd like to beg your indulgence to serve brief notice of a question to the minister, since I realize that probably we will finish on Monday if the normal timetable is followed: I would ask the minister whether or not he might provide at that time a response to whether or not—I realize the concern you have about rumours and I want to be the last one to initiate or to cultivate any further rumours—but can you tell me whether or not, as part of your restraint program you will be closing down significant portions of your data centre at either the main office or at Leaside? Do you contemplate, now or in the future, a significant transfer to the private sector of operations in the data field that are presently being taken—

**Hon. Mr. Timbrell:** I can answer that now, we have no plans to do that.

**Mr. Conway:** No plans; thank you very much.

The committee adjourned at 6:02 p.m.

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**Ministry of Health officials taking part:**

Backley, W. A., Deputy Minister  
 Corder, D. W., Director, Inspection Branch  
 Jappy, W. C., Director, Psychiatric Hospitals Branch  
 Martin, G. K., Executive Director and Chief Medical Officer, Community Health Division  
 Maynard, J. K., Executive Director, Institutional Division  
 Suttie, Dr. B., Assistant Deputy Minister, Community Health Services







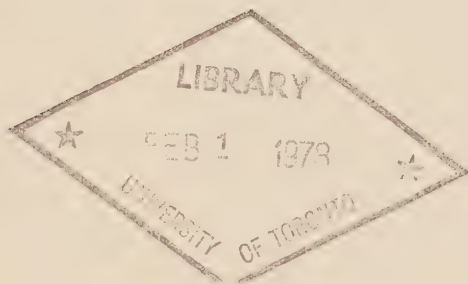


# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### Social Development Committee

Estimates, Ministry of Health



**First Session, 31st Parliament**

Monday, November 28, 1977

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

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## LEGISLATURE OF ONTARIO

MONDAY, NOVEMBER 28, 1977

The committee met at 3:30 p.m.

### ESTIMATES, MINISTRY OF HEALTH (concluded)

**Hon. Mr. Timbrell:** As has been the custom during the consideration of the estimates, the Ministry of Health gives some answers to questions previously asked. Might I inquire, Mr. Chairman—even though I know earlier on I asked that we stick to vote and item, considering I've got a fairly good distribution of staff here today for the remaining items of this vote and for the third vote, which is community health—whether the committee wants to continue to proceed by vote and item, or what? I'm sure my staff whose work pertains to the third vote would be happy to leave now if you're not going to get to it, but I think it would be unfortunate if we didn't get to it in some manner, shape or form.

**Mr. Chairman:** We have to finish today.

**Hon. Mr. Timbrell:** That's why I'm raising the question. I'm sure Mr. Cooke will want to talk about a unit of a hospital in Windsor, about which I have a great deal to say.

**Mr. Cooke:** Maybe I won't ask you and then you won't have to say anything.

**Mr. Duksza:** Perhaps we should set aside at least the last hour for that vote.

**Mr. Ruston:** That's satisfactory to me.

**Hon. Mr. Timbrell:** That way we're ensured that that is covered to some extent at least.

**Mr. Duksza:** If it's not covered, we'll just simply vote.

**Hon. Mr. Timbrell:** Yes.

**Mr. Duksza:** It's happened before.

On vote 3102, institutional health services program; item 3, psychiatric services:

**Hon. Mr. Timbrell:** All right. Thank you, Mr. Chairman.

On Wednesday last, Mr. Chairman, Mr. Duksza made the following statement and I quote from Hansard: "It is my understanding that the permanent staff at Lakeshore as well as some of the people who I guess were laid off yesterday, the part-time people, have, in fact, on a number of occasions been requested to work double shift."

In July 1977, before the restraints, there were 147 hours of double-shift time logged at Lakeshore. In October 28 hours of double-shift time were worked and to date, for the month of November 17½ hours of double-shift time have been put in by the Lakeshore staff. All of these double-shift hours have been necessitated by sickness and holidays. The occurrence is irregular and is not due to staff cuts.

Mr. Duksza also wished to know what effect recent staff reductions have had on staff-patient ratios. The average staff-patient ratio in the budget before constraints was 1.834. After constraints the ratio was 1.782, a net reduction in this ratio of 0.052. This reduction is certainly not significant enough to have any detrimental effect on the quality of care provided in our psychiatric hospitals.

Finally, regarding St. Mary's General Hospital in Timmins, Mr. Duksza stated, and I quote again: "According to the information I have from a staff member in St. Mary's General Hospital there is a waiting list of 90 patients, with 11 being classed as critical, awaiting entry into the psychiatric ward at St. Mary's."

Shortly afterwards Mr. Duksza said, and I quote again: "If by any chance 11 critical people are waiting, have you thought that maybe they also have trouble being admitted to North Bay Psychiatric? My information suggests that that also is a problem."

First, regarding the alleged waiting list at St. Mary's, as of November 25, 1977 there was no waiting list for admittance to the 20-bed psychiatric ward. There has been at very irregular intervals in the past a waiting list of six or seven persons, none of which could be categorized as critical. The average waiting period at these times averaged seven to 10 days. The average occupancy rate for this unit is 92 per cent and the average length of stay is 27½ days.

Second, regarding Mr. Duksza's suggestion that admission to North Bay Psychiatric Hospital is a problem, the unit director is not aware of any outstanding requests for in-patients admittance. From January 1 to September 30, 1977, 24 patients have been admitted to North Bay from the St. Mary's catchment area. There are usually two or

three vacancies in the North Bay unit which handles the St. Mary's area.

In addition, Mr. Chairman, Mr. Wildman, the member for Algoma, wanted to know what the ministry is doing "in north-eastern Ontario and the north to deal with the problem of psychiatric care."

Psychiatric facilities in the north providing a full range of psychiatric services are located at Lakehead Psychiatric Hospital, Thunder Bay; McKellar General; Sudbury Algoma Sanatorium, Sudbury; Sudbury General Hospital; Sault Ste. Marie General Hospital; St. Mary's Hospital, Timmins; and North Bay Psychiatric Hospital. Inasmuch as the north contains nine-tenths of the land area of Ontario but only approximately one-tenth of the population, it is obvious that the services are widely scattered and these facilities are remote from the patient's home community.

In an attempt to deal with this problem, a number of outreach services from these facilities have been developed. These include travelling clinics from the Lakehead Psychiatric Hospital into Kenora and Fort Frances. The Sudbury Algoma Sanatorium provides clinics, primarily providing services to children in Elliot Lake, Blind River and Manitoulin Island. The Sault Ste. Marie General Hospital has been funded to provide an outreach service to Wawa. St. Mary's Hospital in Timmins provides a travelling clinic service to the Kapuskasing area.

In addition, services are also provided by mental health professionals on the staff of the Porcupine health unit at Kapuskasing and the public health unit at Timiskaming. Lake of the Woods Hospital has 22 beds available for a psychiatric unit that has been used as a specialized medical treatment service, but has not been fully developed as a psychiatric service because of the difficulty of recruiting a psychiatrist to head the service. A general practitioner and other professional staff provide some mental health services from this base.

In the recent expansion of community mental health services a number of programs were funded in the north including the following:

1. A volunteer program for psychiatric patients at Timmins operated by Mental Health Timmins;

2. Mental Health Kirkland Lake has been funded via a volunteer training program;

3. Sault Ste. Marie General Hospital has been funded to provide a three-pronged program, including a travelling clinic to Wawa, a day-care and crisis intervention program based in the hospital at Sault Ste. Marie;

4. La Verendrye Hospital at Fort Frances has been funded to provide a community mental health program;

5. Mental Health Thunder Bay has been funded to operate a community activity centre for psychiatric patients; and,

6. Mental Health North Bay has also established a group home funded by this program.

One of the major problems in developing services in the north is the absence of mental health professionals in the area to assist the local communities in identifying the needs and in developing program proposals. To meet this deficit the Ontario Division, Canadian Mental Health Association, has been funded to enable it to hire two staff to specifically do program development in the northern region. These staff are located at North Bay and at Thunder Bay to assist the local communities throughout the north to assess the need and to develop program proposals to meet these needs.

That was much less than an hour, Mr. Duksza.

Item 3 agreed to.

On item 4, ambulance services:

**Mr. Ruston:** Mr. Minister, there are two or three questions which I wanted to ask with regard to ambulance services and their radio services in Windsor. We get reports of the radio system not working too well at times, of only four ambulances being available in the city, and of over 100,000 miles on some units. Have you any information with regard to those matters? In order to save time, maybe you can just roughly give us the operations of the radio network, the number of ambulances—in the county as well—that are active and ready for service, and if there are any running with over 100,000 miles on them.

**Hon. Mr. Timbrell:** Mr. Brubacher can give that kind of factual data, or if not perhaps discuss it and then we can get you the factual data.

**Mr. Brubacher:** I can't give you the actual number of vehicles currently operating as the total fleet in the county or in the city of Windsor. I can respond to the mileage situation and the radio system. There are, from time to time, a number of intermodulation problems. Intermodulation occurs when more than one user tries to use a channel or where several users of a radio frequency close to our frequency try to transmit at the same time and a harmonic occurs, which therefore makes adjacent channels noisy or unusable. Because we're so close to the United States and there are



some industrial causes of intermodulation noise, Windsor has been a problem.

During the last few months we have had a task force working on the problems of the radio system in total in the province. This is necessary in order that a complete plan for radio frequency utilization can be placed before the licensing body for radio frequencies, which is federal in jurisdiction. Therefore, in the next year and later on, as new frequencies become available, and they are extremely scarce, we will be able to have a higher quality of radio system.

With respect to the miles on ambulances, currently on order are quite a large group of ambulances, well over 200. Over the last several months there has been some delay in the conversion of these vehicles. The chassis were delivered from Chrysler in the summer and the flow of converted vehicles is now under way. There is a backlog of vehicles in this system that we want to replace. This should be cleaned up over the next three or four months. They are being retired now on a priority basis.

**Mr. Ruston:** Do you have any set mileage at which you take them out of operation?

**Mr. Brubacher:** That's only one criterion. I suggest that if you have a vehicle that you can put 100,000 miles on in two years, as you can in places like North Bay, you'll have a substantially better vehicle than you would one that's seven years old with 35,000 miles on it. So, in effect, a total look at the vehicle is the way we try to make the decision on when to retire.

**Mr. Ruston:** Thank you.

**Mr. Chairman:** Any other questions on ambulance service?

Item 4 agreed to?

**Mr. McClellan:** Can we leave that open? Mr. Foulds had some questions on ambulance services.

**Mr. Chairman:** Any questions on item 5? Item 5 agreed to.

On item 6, institutional care services:

**Mr. Ruston:** In the appointment of your health councils, Mr. Minister, 15 is the number you have now and I have reservations as to whether you go out into the whole community to get people to sit on these councils if they're going to have to make broad recommendations—

[3:45]

**Hon. Mr. Timbrell:** The district health councils come under vote 3103, not under this.

**Mr. Ruston:** I see. Okay. Fine.

**Hon. Mr. Timbrell:** Sorry.

**Mr. Ruston:** I thought they might maybe come under hospitals.

**Hon. Mr. Timbrell:** No, they're under 3103.

**Mr. Ruston:** I suppose it would be rehashing a lot of things, and I'm sure the member for Windsor-Riverside could do the same, with regard to the closing of hospitals in Windsor.

There are a couple of things I'm concerned about. For instance, the closing of the paediatric ward at Grace Hospital. I just noticed an article in a paper dated November 9 where Grace had to borrow cots from Hotel Dieu to accommodate patients in their paediatric unit. If a unit of Grace Hospital is that busy, I question the idea of closing it. Are there not advantages in having more than one paediatric unit because of certain types of diseases so that you can isolate or confine patients to certain areas? If you have it all in one hospital—this has been brought to my attention by people in the profession—what happens if there is a need to have patients isolated because of communicable diseases and such like? This seems to be a concern to me. It seems to me that it's just not good practice to remove something from a hospital that's been there for years and is operating efficiently and serving a great need in the community.

**Hon. Mr. Timbrell:** I didn't see that article of November 9. I've seen just about every other article from the Windsor press dealing with the local hospital situation; I didn't see that one.

I would be very surprised if that didn't occur probably around the first of February, at a time when there was almost an influenza epidemic. By and large, the occupancy rate of that unit has run extremely low, I believe.

Just to give you the occupancy rates for the three paediatric units—which are at the Salvation Army Grace, Hotel Dieu, and Metropolitan—generally, what we aim for is about 85 per cent occupancy in hospitals.

**Mr. Backley:** It might be a little bit lower than that.

**Hon. Mr. Timbrell:** Yes, a little bit, but not an awful lot lower than that. This is just to give you an idea of the trend in these three hospitals.

In 1971, Salvation Army Grace had 56 beds in the paediatric unit; they had an occupancy rate of 55 per cent. By 1972, that had dropped to 52 per cent; by 1973, it had dropped to 48 per cent; 1974 it was down to 46 per cent; and by 1975, to 43 per cent. In 1976 it went back up slightly to 45 per cent.



In the Hotel Dieu, in 1971, they had 60 beds in the paediatrics unit. They had an occupancy rate in 1971 of 73 per cent; down to 68 per cent in 1972; 60 per cent in 1973; 55 per cent in 1974; 50 per cent in 1975; and 47 per cent in 1976.

Metropolitan in 1971 had 53 beds. They started out in 1971 with an occupancy of 42 per cent which went up slightly in 1972 to 45 per cent. That dropped back down to 42 per cent for both 1973 and 1974. It went up to 43 per cent in 1975 and in 1976 they reduced from 53 beds to 37 beds and their occupancy went up to 57 per cent of the reduced number of beds.

The task force report that was developed stated, and I quote from the report: "The number of admissions to the paediatrics units are declining probably due to a province-wide decline in the birth rate."

**Mr. Backley:** While the minister is looking at that, there is also a national problem of a decline in the admission of paediatric patients to inpatient accommodation. More and more there is a tendency to treat paediatric patients as outpatients rather than admitting them.

**Mr. Ruston:** I was just noting that in Windsor, Grace Hospital's latest report says that the 52-bed paediatric unit is operating at 95 to 105 per cent capacity. I am only going by what Dr. Mortimer Sacharoff says to the board of management.

**Mr. Backley:** These are the statistics that they submit to us on an annual basis.

**Mr. Ruston:** I suppose there are times of the year when this could vary.

**Hon. Mr. Timbrell:** That's what I said before. There are obviously times when you get a real run, particularly in the influenza season, but that's for a very brief portion of the year and you wouldn't build the size of the unit around that small portion. You make adjustments for it.

**Mr. Ruston:** Would you have the figures of how many beds there are closed now in Metropolitan Hospitals?

**Mr. Backley:** None at present. Sorry, that is incorrect, there are 18; a group of six and a group of 12.

**Mr. Ruston:** Eighteen at the present time. Do you have figures for the other hospitals too?

**Mr. Backley:** Vacant beds in the other hospitals?

**Mr. Ruston:** Yes.

**Mr. Backley:** Grace has 30 closed.

**Mr. Davies:** During 1976 we closed 46 active beds at IODE, 57 at the Met—but

some of these were reopened for chronic care; the same with the 46 at IODE—Grace, 30, and Hotel Dieu, 48. Those were closed last year.

**Mr. Ruston:** I go back to the estimates of a number of years ago. I am not sure how many years ago it was, but it is interesting to look back. I recall when Metropolitan Hospital had applied for—if I remember correctly—a two-phase addition to the hospital; the one phase was partially completed and they came down and apparently got permission to complete the second phase.

I'm sure some people here will recall remarks that Mr. Parent made at the time about hospitals in Windsor. I think it was in 1967; he was one of your candidates at the time. One of his suggestions was, instead of adding on to Metropolitan, to build a new hospital. I think I got the quotation from one of your officials in estimates to show that it was costing more money to add on to Metropolitan than it would cost to build a new hospital.

Mr. Parent's suggestion was to build a new hospital in the east end of the city where, so it happened, the major growth was, and to use the Metropolitan as a chronic care hospital. Certainly, some of the problems that were created in Windsor by overbuilding were created to some extent—and some people in Windsor might not like this—by people building little empires of their own.

I'm not sure if this was caused by Metropolitan wanting to build on. They came down with their directors who were well versed in meeting with people here in government and they convinced the government that they should have their second phase; and it was built at that time. So in effect it caused, I suppose, a surplus in hospital beds and now we're faced with an oversupply. Not a great deal, though, when I take the figures here today; I'm surprised that they're not more than that.

I don't think any place operates at 100 per cent capacity, so I'm not worried as much as I think the minister and Treasurer are about a few empty beds in a hospital. I think you have to have a few empty ones on hand.

But going back a number of years, I can see where some of the problems were probably created by some mismanagement on the part of some hospital officials and also on the part of government officials and the minister at that time, I suppose. However, that's water under the bridge and I don't think we're going to make anything better

for Windsor or any place else by rehashing things. But when you look back—and I have been around here for 10 years and have seen some of the things that went on—you can see where mistakes happen as you go along. I recall bringing it up at the time—the matter of what it was costing us to add on to Met and what a great idea that seemed to me and to some other people in the area. But, of course, it never came to fruition because I guess the right people weren't behind it.

But anyway that's just something that's concerned me for some time and in hearing your account of the vacant beds, I'm not that concerned if that's all there are vacant. I don't think there's any use in rehashing it, Mr. Minister, but that's something that I've been concerned about for some time.

**Hon. Mr. Timbrell:** Certainly, the proposal that has come from the council is, in effect, to maintain two very viable paediatric units, given the relatively low occupancy rates of the three acting independently. The feeling seems to be that by spreading over the other two the case load of the third it will make them more viable in terms of attracting and maintaining a good staff.

But with respect to your remarks on the whole question of the way hospitals were built not long ago, I think it would be worthwhile perhaps giving you some of the historical perspective to that and what we're doing about it. The best reference I can make is to some notes, for some remarks I made to the Ontario Hospital Association not long ago. If I may I'll just take a couple of minutes to trace the history of this.

In the earliest stages of prepaid health insurance, it covered a patient only if a patient was allotted a hospital bed, and that principle reinforced the established practice of determining a hospital's budget by the number of its beds. Even before that time bed counts were used as one, admittedly rough, yardstick for measuring the entire health care resources of a province or a nation and therefore the quality of health care.

Back in the late 1940s and the early 1950s hospital beds were the focus of attention when Ontario surveyed its health care resources with the aid of a federal grant. From that survey there emerged a report recommending a minimum of 5.5 active beds and 1.5 chronic care beds for every 1,000 of population. The message, in short, was for the province to get busy and build hospitals or to see to it that they were built and to increase the number of beds considerably.

In the 10-year period ending in 1956, Ontario added 17,000 beds to its inventory. This increase was made possible partly by hospital construction grants which Ottawa initiated at that time. By then most of the province's hospitals were in financial trouble. Many were running deficits of 16 to 20 per cent and there were still shortages of beds of all types. Ontario along with other provinces began to say to Ottawa, "There has to be a better way of running a health care system." So we began to press for federal assistance in the financing of outpatient services, chronic care services, nursing homes and home-care programs, as well as agitating for a program of hospital insurance.

The federal government responded with one of those compromises for which we Canadians have become famous: They agreed to help finance only hospital insurance and outpatient diagnostic services.

**Mr. Conway:** You are not against compromise?

**Hon. Mr. Timbrell:** One result was that the focus remained—unfortunately, I believe and the ministry believes—on hospitals and bed counts, rather than on the development of less expensive alternatives. Consequently, both the federal and the provincial governments became increasingly committed to financing the construction of hospitals and hospital related facilities.

Back in 1959 federal and provincial grants covered only one-third of the costs of such construction, with the other two-thirds being paid through public contributions and borrowing. By 1963 Ontario had increased its capital grants to 60 per cent of the cost of active treatment hospitals and auxiliary services, while the federal government left its grant structure unchanged.

In 1966 there was a major change in Ontario's commitment to hospital construction. At that time the province agreed to underwrite two-thirds of the approved costs, including construction, planning fees and basic equipment and furnishing. It also provided for grants and low-interest loans, which were applicable to all types of public hospitals. In instances where the provincial and federal grants fell short of two-thirds of the approved costs, the difference was covered by a loan. Currently, about \$38 million of our annual capital allocation—just for your interest—is earmarked for loan repayment and interest subsidy.

I won't go on, but it's only in the last few years, with the development of medical insurance, that shared funding has been available to develop alternatives to what



had become a significant commitment to institutional care, so I think you're right. For any other reasons, not the least of them being funding and the thinking of that day, which existed not just in Ontario but throughout the country and in the United States as well, a number of projects were committed to which, if they were coming up for consideration today, would never be dealt with, or if they ever were, it would be at some considerable time in the future. On the occasion of that address from which I just quoted, I indicated to the hospitals what we're doing in that regard, projecting ahead a couple of years' approvals and deferring everything else for review by the district health councils, so we're trying to straighten out priorities to meet more capital budgets, which are far exceeded by the capital requests, I can assure you.

[4:00]

You might be interested to know, for instance, that in the last couple of years we in Ontario have closed a number of active treatment beds across the province as part of restraint. You might be interested to know that in the United States in September, the Secretary of Health outlined new guidelines for the period between now and 1984 which call for the elimination of 100,000 of the almost one million hospital beds which presently exist in the United States. Their actual ratios far exceed even our planning ratios. They recognize, as they enter into a state-sponsored and run plan—of what design we don't know yet, of course—that one of the areas they've got to address is the number of hospital beds.

**Mr. Cooke:** Mr. Chairman, I don't want to go into any detail about Windsor hospitals because I think they were probably discussed at last year's estimates and have been discussed quite thoroughly, not in these estimates but in other places in the Legislature. But I do want to make a couple of comments because these are really the first estimates where I can make these comments.

First of all, with regard to the terms of reference that you gave the district health council to make recommendations on Riverview, really you didn't give them the alternative of whether Riverview should be left open or whether it should be closed. I know that you agree with that, but I just want to state to you that I think that was a very bad move. It didn't allow for any input from the community. I think it defeated the whole purpose of the district health council. I know that if I had been one of those mem-

bers of that district health council to be appointed, I just wouldn't have accepted an appointment to a committee on that basis. I think the members of the district health council should have refused appointment under those circumstances.

**Hon. Mr. Timbrell:** Even Mr. Mitchell?

**Mr. Cooke:** I just think they should have been in on the decision-making. You did not let them in on the decision-making.

I did want to ask a couple of questions.

**Hon. Mr. Timbrell:** Can I just respond to that? I was not there at the time but in reviewing and evaluating what was done, I think, in fact, it was the proper thing to do, because obviously that is the kind of decision the ministry should take unto itself and not throw onto the shoulders of a local district health council. It is not an easy decision no matter who makes it, but I think in order to get the council going it was better that the ministry assumed that responsibility and on having made that decision got them to advise what in their view was the best means of using available space in the existing facilities in Windsor.

**Mr. Cooke:** The thing is, what you did had to be intentional. You set up the district health council. You told them that Riverview was closing. You told them to come up with recommendations of how they would implement that. So they come up with recommendations and when they started developing them you said you were going to reconsider whether Riverview should be left open or not.

In the meantime, an election was called. They were developing these recommendations and then, when the election was over, you said yes, you had reconsidered it and the decision was that it was going to close. Obviously it looked very funny to the people of Windsor. It looked very funny to me.

**Hon. Mr. Timbrell:** If I had put it quite that way, I am sure they would have thought that, but I did not put it that way.

**Mr. Cooke:** Just let me finish. One of the representatives from your party was in town the other day and made a statement.

**Mr. Conway:** Pray tell, which one?

**Mr. Cooke:** Who was that fellow? I seem to forget Tories' names

**Mr. Bounsall:** Kinsella.

**Mr. Nixon:** Are they still sending Tories down to Windsor? They never learn.

**Mr. Cooke:** That is the only way they get any in Windsor, by importing them.



**Mr. Bounsall:** They always have to import them from outside. It was Pat Kinsella, the executive director of the party.

**Mr. Cooke:** He came into my riding and he stated that if the Tory candidate had been elected, you people would have left Riverview open. If that, in fact, is the truth—

**Mr. Bounsall:** And the OHIP office.

**Mr. Conway:** I don't believe that.

**Mr. Bounsall:** Isn't that something?

**Mr. Cooke:** So, in other words, what he is saying is, "You have made the wrong decision," and you are penalizing us because we elected a New Democrat instead of a Tory. I don't think it will work.

**Mr. Bounsall:** And if the member for Essex North had been defeated there would have been another new hospital out there, probably. He didn't say that, though. He wasn't speaking in your riding.

**Mr. Conway:** There but for the grace of—

**Mr. Nixon:** All the Tories were against building that French school, too.

**Mr. Cooke:** In any case, I think the way you appointed the district health council, the terms of reference you gave it regarding Riverview, eliminated any effective input from the community and certainly made it look like you never did really reconsider it. The only thing you did was put off the decision for the convenience of an election.

I want to ask a question with regard to the 118 chronic care beds that are at Metropolitan. Those beds are supposed to be for specific types of chronic care patients. I am wondering how the screening is presently taking place for those 118 patients?

**Mr. Davies:** I don't know how the screening is taking place, Mr. Minister. Dr. Skelhorne, who is our medical consultant in extended care, will be visiting within the next week or two to assess the program since it started. I will draw his attention to this, if that is suitable.

**Hon. Mr. Timbrell:** I am not sure of the answer to that.

**Mr. Cooke:** Obviously if this scheme is going to work, if it has any chance of working at all, you are going to have to make sure that the patients who go into these units are very specialized. The information I have is that is not happening. If a chronic care patient is in Metropolitan active treatment and needs to go into chronic care, they just move him into chronic care. Therefore, the rehabilitation that is so very necessary for some chronic care patients is not being offered to those people.

I still would like you to check. As I have mentioned in your office before when the delegation came from Windsor, I asked you to take a look at the type of patient who were there, and the death rate as compared with the death rate of the chronic care patient in Riverview. The information that I had was that it was considerably higher.

I realize that that has something to do with the type of patient.

**Hon. Mr. Timbrell:** The type of patient, yes.

**Mr. Cooke:** But if the screening is not taking place, we don't even know what kind of patients there are in the Metropolitan ward right now.

**Hon. Mr. Timbrell:** That would depend to a great extent on the admission and discharge committee of the hospital and the relationship between them. But as to the actual mechanism that they are using, I don't know. I will find out for you.

I wanted to respond to the first part again. The decision of the ministry predated the establishment of the division health council by some time. It wasn't as though that was something that was announced by the ministry at the time of the creation of the council or even days before. It actually went back a lot further than that.

**Mr. Cooke:** But you said you were going to reconsider.

**Hon. Mr. Timbrell:** No, with respect, I think what I said when I was down there on April 15—now that I had received the report—was, first of all, I had extended the closure date from the end of March to the end of September. Then, having received the report on April 15, I believe it was, I wanted to allow time for reactions to it and I had one reaction that day at the meeting of the district health council. I said that I wanted to keep an open mind. I was trying not to raise false hopes. Obviously, I may have failed, or some people in the media or elsewhere may have decided to interpret my remarks one way, which led to raise false hopes.

**Mr. Cooke:** You were quoted as saying there were new things that had come to your attention and, therefore—

**Hon. Mr. Timbrell:** When was that?

**Mr. Cooke:** That was back in February, thereabouts. No, it was before you came into Windsor, I believe. But you were quoted in the local press—I haven't got the exact date but I'm sure I've got the clipping some place—as saying there were new things

that had come to your attention and therefore it was worth reconsidering.

**Hon. Mr. Timbrell:** I don't think I ever used those words. I really don't recall ever using those words.

At any rate, I received a number of submissions from local groups and boards et cetera during the rest of April, May, June and July. In July I visited all of the hospitals. I made an unannounced visit to Windsor and I visited all of them. I'm sure that only the administrators knew.

**Mr. Conway:** There were a frightening number of unannounced visits.

**Hon. Mr. Timbrell:** You keep telling me those are the kind that I should make.

**Mr. Cooke:** When you come to Windsor and you're a Tory you don't announce it.

**Mr. Conway:** Oh, I commend you for such surreptitious meetings.

**Hon. Mr. Timbrell:** Then there were a few further delegations and briefs in August and we finally concluded the report. My own observations were that the original decision should stand.

I'm told, judging from reports I've had and also press accounts, there was some attempt to try and link the district health council to the ministry's previous decision. Let's be clear—it was a ministry decision. If there is blame to be attached it should be attached to the ministry and not the district health council.

I think given that decision your district health council did an excellent job. The creation of the task forces, the membership of those task forces, the reports which they obtained from those task forces and the review by the council of those task force reports, given the ministry decision, arrived at some very sound conclusions. You may disagree with the ministry but I really think that your fellow citizens of Windsor and in Essex county did a first-rate job, given that base.

**Mr. Cooke:** I just have one or two other questions. Have your officials been able to come to any agreement with the people from Riverview as to financial savings or losses, or whatever?

**Hon. Mr. Timbrell:** We commissioned Thorne Riddell to take a look at our figures, and I wrote to Mrs. McKenzie, chairman of the board of Windsor Western. That would be two or three weeks ago. I wrote advising her of this because I recognized that those arguments are the main stumbling block—that my officials haven't been able to convince their officials nor their officials mine.

So we've asked Thorne Riddell to take a look at this and to give us their objective opinion as to who is right and who is wrong. Maybe we're both right or we're both wrong—but try to put that argument to bed. I think if that argument is put to bed we can get on with this one way or another.

**Mr. Cooke:** Do you know what you're going to do if the ministry loses the court case?

**Hon. Mr. Timbrell:** I don't believe they've decided to go to court yet, or if they have they haven't launched it. We'll have to wait and see.

**Mr. Cooke:** The last I understood was that the board was still waiting for the ministry to officially notify them about the hospital being closed.

**Hon. Mr. Timbrell:** There is no hospital being closed. There is a part of the hospital being closed.

**Mr. Cooke:** Well, whatever. They were still waiting for official notification.

**Mr. Conway:** You must understand the semantic niceties of this question.

[4:15]

**Hon. Mr. Timbrell:** The other point that has to be borne in mind is that the closing date, of course, is extended indefinitely until we have the implementation plan from the district health council. Until we have a date there can't be any directive one way or another to close that unit of the hospital.

**Mr. Cooke:** It could be forever. I just might want to point out to the committee something they might find very interesting with regard to something else in Windsor. That is that you had suggested to us earlier, with regard to OHIP, there were 27 jobs being offered to employees. My understanding is that as of the weekend only three are going to be able to move from Windsor to London.

**Hon. Mr. Timbrell:** That does conflict significantly with the earlier report I had. I don't have any OHIP people here—

I'm getting a signal from the back that 10 people have accepted, not three. The earliest indication, I think, was 17. The first indication—the first run through as it were—and now you say three. I'm told it's 10, so that's about—

The indication is that as of a week ago was—I'm sorry I said 17, it was 18 relocations, including the two administrative staff. Now Dr. Dyer gives me a signal that it's 10. In fact, I indicated that—

**Mr. Cooke:** Even 10 is pretty disastrous.

**Hon. Mr. Timbrell:** I indicated at that



time there were personnel people going down to try and firm up who was going to do what.

**Mr. Cooke:** Even if I conceded 10, I think that's pretty disastrous.

**Mr. Conway:** You wouldn't confirm or deny that Peterborough and Kitchener OHIP offices may be next?

**Hon. Mr. Timbrell:** Where did you start that rumour?

**Mr. Conway:** I started it here today.

**Hon. Mr. Timbrell:** I see.

**Mr. Conway:** You can assure us that Kitchener and Peterborough won't be next?

**Mr. Bounsall:** One feels at this time that all the argument that has gone on over the last two years with respect to Riverview need not be gone into in detail again. Being as there's only some 35 minutes or so left for the hospitals estimate portion we won't go into it in detail.

I'm interested that you have hired this firm to clear up the problem of the figures and amounts to be saved. The Windsor community and I will certainly be interested in reading in detail their report, and I assume you'll be sending that report to all the Windsor area MPPs when you yourself have received it.

The one question I want to pursue here today is that under regulation 61/77, a hospital can completely finance a construction on its own provided it's approved by the minister. There's a fair feeling in the Windsor community, which is being investigated by the hospital, by the labour council, by virtually any large organization in Windsor involved in any sort of community service, about raising the entirety, whether it be the \$4.4 million which is a two-year-old estimate but perhaps has not escalated that much, and the \$7.2 million which the ministry now estimates would be the amount for the two modules to be built at the IODE Hospital site. Whatever, it's being seriously considered that all of those funds for that new chronic hospital be raised locally.

Part of that regulation is, of course, that no additional operating funds be required. But there would be none required. Into those beds would simply go those patients who are receiving chronic care operating funds or would be at those other bed sites in the other hospitals in Windsor. So what the community is looking to be quite prepared to do would be to reach a general consensus, if you don't already have it right across the community, that this new chronic care hospital be built at the IODE site and those beds occupied by patients either in or already approved for chronic care beds

scattered amongst the other hospitals in the community.

That seems to me to be a solution which would be eminently acceptable to the community and all that would be required would be for the minister to say yes. Those chronic care beds that are approved in the other hospital locations would then be taken out of those hospitals and approved for that new site there.

I would like the minister's reaction to this. Because whatever the figure—\$4.4 million or as high as \$7.2 million—in this instance, because of the way the situation has developed in Windsor and the obvious appeal of this new chronic care hospital to replace Riverview for virtually the entire community, I think those sums can be raised. All it needs is approval by you to let that go ahead out of our own Windsor funds. Then when those beds are ready those would be the beds which receive the operating amounts rather than the beds which are or will be approved in those other hospital locations. What's the minister's attitude towards that?

**Hon. Mr. Timbrell:** Mr. Chairman, I guess we have to start from this question of the new hospital. This is something that's been recommended a number of times over the years. In fact, I think, on at least one or two occasions, it's even had ministry approval in principle, going back into the 1960s when so many things were being approved. We've already discussed that with the member for Essex North. He hasn't got enough hair to be the member for Essex South. That's how I tell them apart.

**Mr. Conway:** A very wise fellow. A very wise man.

**Hon. Mr. Timbrell:** The point is that given the fact that there is space available in other facilities, and that likely over the years to come there will be more space available as changes are made in active treatment bed planning ratios—and that's space that's already been paid for—we feel that through the provision of capital funds now to provide for renovations to take up the chronic beds into that space, we can meet the chronic needs now without having to build a new facility. The estimates of annual savings range from \$1.2 million to \$1.7 million—

**Mr. Bounsall:** That's what your firm is straightening out.

**Hon. Mr. Timbrell:** Yes, that's right—the considered reports of my staff. I guess the estimate that I saw most recently of the costs of renovations was—what, \$1.7 million?—to



achieve the recommendations of the district health council. We would therefore achieve, if the up-side figure is correct, the savings within one year. If the down-side figure is correct, then within 18 months we would recoup through operating savings the capital investment.

We do have serious reservations about the estimates that have been prepared as to the cost of this facility. The other thing is, as I understand it, that this would just be the first phase. It isn't intended by the proponents that you would build this—what is it, 120 beds for the first two modules?

**Mr. Bain:** It's 132.

**Hon. Mr. Timbrell:** Yes, 132 beds for the first two modules around the existing laundry building. If I remember correctly, the proposal is eventually to go to in excess of 300 beds on that site, and guess who will get stuck for that? Not the group who proposed to raise \$4 million for something which we think will cost over \$7 million, but the ministry again will be expected to be on the hook for the additional 170 or 180 beds over and above the first phase. Again, I come back to the fact that space already paid for by the people of Ontario, already being maintained by the people of Ontario, is available, can be renovated, and the costs of those renovations can be recovered in a relatively short period of time.

There's another regulation we brought in earlier this year, 358/77.

**Mr. Bain:** There are two, actually, Mr. Minister. There's one dealing with amalgamation of services and one dealing with economic investment. They both have the same intent.

**Hon. Mr. Timbrell:** Okay. One's 358 and what's the other one?

**Mr. Bain:** That is 62/77.

**Hon. Mr. Timbrell:** That deals with the question of provision of 100 per cent provincial funding where institutions, either through economies within their own walls or through amalgamations with other institutions in the community, can show savings within five years that are equal to or more than the capital investment then we indicated we will consider granting, and have in some cases granted, funding to the whole 100 per cent.

You might have mentioned that as an indication of the direction that the ministry is going in trying to encourage cost efficiencies.

**Mr. Bounsall:** You haven't answered the question, though, Mr. Minister. The commu-

nity of Windsor seems to stand ready to raise the entire capital of this new chronic care hospital whatever the cost may be. The \$4.4 million figure would be the minimum estimate as of slightly more than a year ago. Maybe as long as two years ago. Your estimate of \$7.2 million I won't comment on at this time.

What you're being asked to do with all that willingness to raise all of that capital within the community is to simply say those beds would be occupied and those are the chronic care beds for which you would pay the normal, standard operating cost and those beds in other locations, rather than being occupied after Riverview closes, will not be occupied as chronic care beds. There's a feeling that that should be concentrated which is very widespread in the community. There's no increase in operating costs. All the capital costs will have been paid out of the community. That's the proposal that's being put before you.

You have, therefore, active treatment beds in excess in the other hospitals which can be sandbagged, depending upon what the hospital does with them. There is some demand that they be rented out as space for doctors' offices and so on; that surely can be done. Let the closed down active treatment beds in other hospitals be sandbagged and renovated and give your approval, at no cost to you, to the entire capital going into the new 132-bed building at IODE, with the normal chronic care operating funds going to maintain those 132 beds rather than 132 beds at other locations spread around the community. That's the proposal.

The minister in fact did not answer that. The only drawback to the ministry that I could see is an unwillingness to sandbag active treatment bed space. Yet, I can see where it's an advantage to have sandbagged space. It can be converted by the hospitals and rented out or what have you as doctors' offices and so on. There seems to be some interest at least in the community on the part of some doctors to do that. Therefore, all this active treatment bed space would not all be gathering dust. It would in some instances be used quite profitably, both in use and in terms of rental arrangements to the hospital. What do you find wrong with that really?

**Hon. Mr. Timbrell:** Three things. First of all, even the most recent letter which I saw from the Windsor Western Hospital Centre referred to raising the capital funds locally, and I think the figure used in that letter was still the \$4 million estimate. There was in fact no reference to raising all of the money

for the entire project. I think it has to be restated that what they're talking about is not just the first two modules of 66 beds each but in fact a unit of five modules, I guess it is, with 330 beds. So there is no discussion whatsoever of raising the funds locally for the additional 170 beds. From what I've seen, I have not seen a commitment to raise all of the funds for the entire project locally.

**Mr. Bounsall:** Could I break in at that point? What they're talking about is funds to build these 132 units. The expansion into five units—three more—would fall into the normal priority for the area and they're not pushing for the completion of that, certainly not at this point and not for the foreseeable future. If you need that commitment in writing that can be easily obtained—

**Hon. Mr. Timbrell:** I'm sure it can.

**Mr. Bounsall:** —if that's the only thing that's bothering you.

**Hon. Mr. Timbrell:** The other thing is I have to question—Let's put it this way. Consider the cost today to be something in the order of \$50,000 a bed to build a hospital so, in the longer term, if we're talking about a facility of 330 beds we're talking of about \$16.5 million in 1977 dollars and as we get into the 1980s we're probably talking—given what's happened to the construction index as compared to the other indices—in the mid \$23 million to \$25 million. That's not an unreasonable estimate of cost of that size of a facility in the mid 1980s.

I know that the intent is good. I know that those who make the offer are most sincere in making that offer. I know what the \$4 million is based on. But the differential income from the parking services at IODE, on some money which is in the bank from bequests and so forth, I have to tell you, I don't think that could be met even though the revised pledge will be given in the most sincere manner. At some point in the future we will be talking about trying to fit the capital requirements for that into the provincial list—you may not have heard the figure before but in 1977 I've got \$106 million for capital.

**Mr. Bounsall:** We've heard it.

**Hon. Mr. Timbrell:** You can take \$38 million off for interest subsidy and loan repayment. You can take \$30 million off for the teaching hospitals around the province and that leaves less than \$40 million for the non-teaching hospitals and the list of requests for non-teaching hospitals is now pushing \$800 million. This is why I told the hospital association the approvals for this

year and the next two years and why I'm involving the district health councils and other planning bodies to put the rest of that capital list in some kind of order, rather than keeping communities all over the province dangling on little strings hoping they get their project ahead of somebody else whether they need it more or not.

That's point number one.

On the question of operating costs, if we were to follow that scenario through and you were to build the first two modules—let's say I was to do a complete about-face today and approve it, the plans are mostly done—

**Mr. Bounsall:** They're all done and the architect won an award for it.

**Hon. Mr. Timbrell:** Well, you couldn't get a shovel in the ground until spring on that site. You have to make some—

**Mr. Bounsall:** In Windsor weather? It never snows, it never freezes down there.

**Hon. Mr. Timbrell:** I'm sorry. It's advertised as the banana belt. I forgot.

**Mr. Bounsall:** My schedule to plant my tulip bulbs is two weekends from now. That's when I always plant them. There's never any problem.

**Hon. Mr. Timbrell:** Is that right?

**Mr. Nixon:** And you mow the lawn on weekends?

**Mr. Bounsall:** No, the lawn has stopped growing.

**Hon. Mr. Timbrell:** All right, let's say we start the New Year's Eve party in breaking the ground.

**Mr. Bounsall:** You're invited.

**Hon. Mr. Timbrell:** I'm tied up.

**Mr. Bounsall:** And you won't even have to come under cover.

**Hon. Mr. Timbrell:** No, that's right. You would be talking 15 months' construction time, two years probably. So again, even if the down-side figure of the estimates of my staff is the appropriate figure, we're then talking about \$2.5 million that would be lost in savings, or potentially.

The point is that even if you were to do that you would still end up with fixed costs associated with the space available today and unused and additional space. If I were to take your thesis all the way through and transfer people in chronic units in the Dieu and the Met now out to a new facility, you would end up with even more space sandbagged—that's a term I hadn't heard before—but all right. I've heard it before, but in a different context. Let's just say, shelled-in, shall we?

**Mr. Bounsall:** Mothballed.



**Hon. Mr. Timbrell:** Mothballed. That's much better. You would still end up with fixed costs of maintaining that space.

**Mr. Bounsall:** It can't be very high, though.

**Hon. Mr. Timbrell:** Well, what are we running—about 75 per cent, I guess—is the staffing cost for a hospital, so a quarter is maintaining the space. Now, take away dietary, take away linen and so forth, it might be down to only 10 per cent of the cost. Is that a good estimate?

**Mr. Backley:** Yes, it's generally much higher than that. In estimating, say, for bed closures we would normally only estimate a third of the operating costs, even if we close a full 20-bed unit, because of the fixed costs of heating, lighting, general maintenance, keeping the place clean and so on and the fact that the medical records staff would still be associated with those beds. It's also a percentage of their job.

**Hon. Mr. Timbrell:** The point I'm trying to make here is when you say there will be no increase in the operating cost, in fact, there would have to be an increase in the operating cost to maintain a new facility and also bear the ongoing costs of empty and unused space in already paid-for facilities.

**Mr. Bounsall:** I assume that's part of the financial inquiry that's being made—the cost in that situation of mothballing those beds—and if it isn't, could that not be added quickly? If you took 132 beds?

**Mr. Backley:** It is in reverse. In other words, the savings you could get by closure, so it's the same argument only in the reverse.

**Mr. Bounsall:** So there will be a figure that will be turned out that's quite realistic, hopefully, from this consultant company, about the costs—however you approach it—associated with mothballing. If there were an additional 100—I don't know how you phrased the question to them—if one was looking at an additional 132 as a result of building this new hospital, is the cost of that built into this new study as well?

**Mr. Backley:** The costs that are being looked at are the savings. In other words, if you close X number of beds, what are the marginal savings that you make as opposed to the fixed costs, which are ongoing? You are dealing with the question from the point of view that you want to know what are the fixed costs which are ongoing, so you could take the same figures and apply them in a different sense.

**Mr. Bounsall:** Those would apply fully to the 132 that would be emptied, or not opened, by the shift of the present River-

view people into the new setting, plus whatever numbers would transfer from others?

**Mr. Backley:** If not precisely included, then the formula which could be used would be used.

**Hon. Mr. Timbrell:** A third point—and again this has been advanced in earlier submissions from the Windsor Western report—the space could be rented out to physicians, to Canada Manpower, and so forth. Going through an exercise like this, we're trying to plan for 20 years ahead, looking at future needs and making the best use of existing and already paid-for facilities. Obviously, you cannot suggest to an MD, or to Canada Manpower, or whoever else, they should sign a 20-year lease, because we're talking about significant amounts of space spread around the hospitals, so you can bank on that, as it were, in the same way that you can bank on having these conversions made and the chronic beds redistributed between the IODE and the Dieu.

**Mr. Bounsall:** I don't find the arguments too strong and my feeling is that you can probably be convinced with figures. How long do you figure this planning study will take?

**Mr. Backley:** The cost study?

**Mr. Bounsall:** The cost study, yes.

**Mr. Backley:** We're expecting to have it within three to four weeks, I would think.

**Mr. Bounsall:** Mid-December, now? Yes. We will all get copies of that?

**Hon. Mr. Timbrell:** I will convey information to all of you.

**Mr. Bounsall:** Okay. We will await that before we go into it any further.

**Hon. Mr. Timbrell:** I think what we will probably do is discuss it with the Windsor Western first, but it will be released.

**Mr. Bounsall:** Oh, sure. Okay.

**Mr. Ruston:** The only thing I wanted to mention about Windsor Western is a concern I have and a number of people from the western part, which would be Mr. Bounsall's riding, also have, but I am speaking now for my own.

Because Amherstburg and all that area is served by Windsor Western, a number of the doctors in Amherstburg and different places are concerned about Windsor Western and other facilities that it has been used as a chronic care hospital and eventually no longer being available for emergency care and so forth. It makes it a great deal farther for people going from Amherstburg or wherever the case may be, La Salle, Sandwich West township, Anderdon, Harrow, and all those areas.



We are a little concerned about what eventually may come of that. We are worried as to whether it might be not available for emergency services and general facilities that people use every day. That is a concern I have about it and I am sure many other people in that area have. That is all I wanted to say, Mr. Chairman.

**Hon. Mr. Timbrell:** Mr. Chairman, just on that point and I recognize that that is of concern to many of the medical staff. Some of the discussions that I have had in Windsor have borne that out. Even with the proposal of the district health council to transfer 90 of the chronic care beds to an IODE unit, they would be left with 179 medical-surgical beds, which we think is a viable number.

**Mr. Backley:** They have 249.

**Hon. Mr. Timbrell:** They only have 240 actual treatment beds now, or medical-surgical beds. With the transfer of the 90 beds and the renovations and conversions of space and so forth that would go on at that time, they would be left with 179 beds which we think is a viable—more than viable—number of beds to maintain the active treatment side of that hospital. Any fears on the part of the people that they would lose emergency services or whatever would be unfounded. In fact, they would have sufficient beds to maintain a quality active treatment program.

I will take a minute just to put the figures in the record so they are there for something, if only posterity. I want to tell you the number of beds currently staffed and those proposed:

Hotel Dieu has 402 active treatment beds, no chronic beds, 35 psychiatric beds and no special rehabilitation beds, for a total of 437.

Grace has 317 active treatment beds and that is it.

IODE has 240 active treatment beds, 76 chronic care beds, 54 psychiatric care beds and 36 special rehabilitation beds, for a total of 406.

Metropolitan has 294 active treatment beds, 118 chronic care beds, 27 psychiatric beds and no special rehabilitation beds, for a total of 439.

The Riverview unit has 120 chronic care beds and that is its total.

So there are 1,253 active treatment beds, 314 chronic care beds, 116 psychiatric beds and 36 special rehabilitation beds for a total of 1,719. The proposal, if all the recommendations are implemented, would be:

Hotel Dieu would increase to 414 active treatment beds, 30 chronic care beds. If I recall correctly the report of the task force,

accepted by council and recommended to us was that those be 30 psycho-geriatric beds, 35 psychiatric beds that they have got now, for a total of 479, so they would go up 42 beds in total.

Grace would add 10 active treatment beds by the conversion of the paediatrics unit, so they would go up to 327.

IODE, according to the proposal, would have—with Riverview closed—179 active treatment beds, 173 chronic care beds, 54 psychiatric beds and 18 special rehabilitation beds, for a total of 424.

Metropolitan would stay the way it is: 294 active, 118 chronic and 27 psychiatric. [4:45]

The totals for all that come to 1,669. There would be a net reduction of 50 beds with these conversions. So we have that on the record.

**Mr. Duksza:** Am I correct that you are going ahead with rebuilding that part of Toronto General Hospital which will provide the offices for physicians?

**Hon. Mr. Timbrell:** I am not sure where the offices are.

**Mr. Duksza:** What is it, \$11 million you are spending on that?

**Hon. Mr. Timbrell:** Maybe Mr. Bain can tell you where the offices are. I have been through TGH, but I haven't been through the offices.

**Mr. Duksza:** No, I mean the proposed new additional renovations.

**Hon. Mr. Timbrell:** I think Mr. Bain can give you the details.

**Mr. Bain:** There is a construction project at Toronto General Hospital. It is being funded through teaching and research funds. As part of this, there will be some provision of space for geographic full-time staff. I believe, although I can't recall the facts at this time precisely, that Toronto General Hospital is also augmenting ministry funding so that it may itself provide space which may contain offices.

**Mr. Duksza:** How many offices are you providing for full-time physicians?

**Mr. Bain:** I am sorry, I don't have the figures today.

**Mr. Duksza:** Well, how much money are you spending on that whole boondoggle.

**Hon. Mr. Timbrell:** On that what?

**Mr. Duksza:** Well, whatever it is. How much money are you proposing to spend on building what is largely offices at Toronto General Hospital?

**Hon. Mr. Timbrell:** It's not largely offices, now.

**Mr. Duksza:** Well, could you tell me what you are spending money on?

**Hon. Mr. Timbrell:** There will be a net reduction in beds of—

**Mr. Bain:** Of roughly 100 beds. The space is generally to consolidate the hospital's diagnostic and treatment departments, to construct nine nursing units replacing obsolescent facilities, to provide ambulant patients clinics and in addition, as I mentioned, to accommodate some geographic full-time clinical staff.

**Mr. Duksza:** What I am interested in is what would be the percentage of money, if you have broken it down, that you are spending on what you call necessary services and what you are spending on providing the offices for the staff physicians?

**Mr. Bain:** I am sorry, we don't have this information.

**Mr. Duksza:** I mean, you must know approximately what percentage you are providing for those deserving physicians at Toronto General Hospital.

**Hon. Mr. Timbrell:** I think we could probably get that information from TGH.

**Mr. Duksza:** How much money are you spending altogether from the ministry's side?

**Mr. Bain:** On Toronto General? Roughly \$30 million; \$29.7 million.

**Mr. Duksza:** When was the decision taken? Was the decision taken six or seven months ago?

**Mr. Bain:** It's part of the 1973 10-year program for teaching hospitals.

**Hon. Mr. Timbrell:** The final documents were signed about six months ago.

**Mr. Duksza:** When do you start building?

**Hon. Mr. Timbrell:** There is a very large hole already in the ground.

**Mr. Duksza:** I don't understand one thing. Why can't you give me some data on how many new offices you are providing? I was told there would be new and superb offices for a number of physicians down there.

**Hon. Mr. Timbrell:** Give us five or 10 minutes and maybe we can get that information from TGH themselves.

**Mr. McClellan:** Why would you have to get it from TGH? Aren't you paying for it?

**Hon. Mr. Timbrell:** Because they are putting in additional money of their own.

**Mr. Duksza:** Are they using that money specifically for the offices or is it also going to go towards the other facilities that your ministry is providing—and paying \$31 million, isn't it?

**Hon. Mr. Timbrell:** It's \$29.7 million.

**Mr. Duksza:** Almost \$30 million, okay. What are they providing this \$6 million for—as a part of matching funds or is it specifically for offices?

**Mr. Bain:** Their funds are basically for additional equipment, according to my understanding.

**Mr. Duksza:** Do you have the slightest idea what they are buying? What are they buying with \$6 million? A cardiac unit, something like that?

**Mr. McClellan:** You are paying \$30 million and they are paying—

**Hon. Mr. Timbrell:** Please appreciate we have got files on hundreds of the hospitals.

**Mr. Duksza:** In times of restraint you have cut down on everything else. Tell me a little bit why you are spending \$31 million?

**Hon. Mr. Timbrell:** We don't have all the details here.

**Mr. Backley:** We don't have a breakdown on the equipment list. It will run to hundreds of pages and, I am sorry, we don't have that available.

**Mr. Duksza:** Don't you have anything to say about what kind of equipment hospitals buy nowadays?

**Hon. Mr. Timbrell:** Yes, we do.

**Mr. Duksza:** Wouldn't you know that?

**Mr. Backley:** When we get their equipment list. But, as he points out, for a \$36-million project, you will come up with an equipment list that will be thicker than that.

**Mr. McClellan:** You are telling us that the information is not presently in the hands of the ministry?

**Hon. Mr. Timbrell:** No, it's in the ministry.

**Mr. Backley:** It is just a question of getting the information quickly, recognizing that we don't buy part stock.

**Mr. McClellan:** I am sorry. I misunderstood what you were saying.

**Mr. Duksza:** I have been told that many of the new things will be for the offices for physicians. That leads me to my next question which I'm not sure fits in here, but I still want to ask it. If you are providing offices, since you clearly must be providing some offices for the physicians, and since only a small percentage of them are on salary and they do charge to operate, do you propose to charge them anything for the use of those offices or are they given gratis for the physicians who happen to be lucky enough to be on the staff of Toronto General Hospital to augment their incomes?

**Mr. Backley:** They would be given gratis but they have to have a university appointment, because all medical staff of the Toronto General Hospital are jointly appointed by the university and Toronto General Hospital, with the exception of those with admitting privileges who are on the private staff and go into the private wing.

**Mr. Duksza:** You are naturally aware that anyone who is on the staff of the University of Toronto also gets money just for teaching practices.

**Mr. Backley:** Not all. Many provide a free teaching service.

**Mr. Duksza:** That's wonderful of them. Obviously, none of the people I know are the ones doing it, and that's a fair sample of the Toronto General Hospital. I must go and see all those who are doing it free.

**Hon. Mr. Timbrell:** You'll have to change your circle of friends.

**Mr. Backley:** The vast majority of teaching in the province is done by unpaid teachers. We have a study which was published some two years ago which showed that.

**Mr. Duksza:** I'm sure it depends on what level, Mr. Backley. I think maybe that's at the level of a resident or senior resident doing it.

**Mr. Backley:** No, I'm talking about staff people.

**Mr. Duksza:** Unless you can provide me with the contradictory evidence, I would say not.

**Mr. Backley:** I will provide you with a copy of the report.

**Mr. Duksza:** At Toronto General Hospital most people are on salary. You don't pay for that salary?

**Mr. Backley:** Yes, we do.

**Mr. Duksza:** You do actually.

**Mr. Backley:** Yes, so does the university.

**Mr. Duksza:** Are these transfer payments from you?

**Mr. Backley:** Some of it is, yes.

**Mr. Duksza:** Are you aware of how much you pay for this? I'll tell you why it's related to this. I want to know if you are providing offices. You're paying some of the salary and, at the same time, they are seeing patients for whom they charge the full amount from OHIP. Do they pay anything for this amount of free space and carpet that you're providing them with?

**Mr. Backley:** We'd normally provide the majority of their services as part of a teaching program. In most cases, they would only

have one session a week of private practice where they would bill OHIP.

**Mr. Duksza:** One session, one hour?

**Mr. Backley:** Private practice. As you know, there's the staff association and they pay fees into the staff association.

**Mr. Duksza:** Yes, but that's the same thing, whether you have a staff association or not, I know how it operates. It's a club, or in other places such as the Western department of psychiatry, they have an association of all physicians. For whomever they see, the secretary sends out the bills to OHIP and the money goes to the common fund. The common fund does not pay for the offices. The common fund pays for a secretary who sends out bills, provides them with their study leaves and stuff like that, but does not pay for their offices.

We're back to the same question: Have you considered that by spending this extra money on the offices for the Toronto General Hospital, you are merely subsidizing once more a very privileged group of physicians who happen to be on the staff of teaching hospitals?

**Mr. Backley:** Some of it may be university space. We are in the process of discussing across the province the potential of having rental paid by the university for some of that space for, say, the chairman or the head of a department.

**Mr. Duksza:** What kind of space?

**Mr. Backley:** Office space. The head of the department of medicine at the University of Toronto could have office space of the university.

**Mr. Duksza:** Is that office space for seeing patients or administrative or what kind?

**Mr. Backley:** He might use it for both purposes.

**Mr. Duksza:** You mean when you were actually making a decision to give this \$31 million to match this \$6 million from the Toronto General Hospital, you did not look into this at all?

**Mr. Backley:** Oh yes, I am sure we did, but I didn't. I wasn't the planning officer specifically involved.

**Mr. Duksza:** Maybe we should get the minister to think about this.

**Hon. Mr. Timbrell:** I wasn't the planning officer either.

**Mr. Duksza:** No, but you are the minister right now, fortunately. I can face him right now.

**Hon. Mr. Timbrell:** Sometimes it's not in documentation, but as I recall it, that's a



very small component of it and when the project is completed we will have a net reduction of 100 beds at the Toronto General Hospital. That alone would lead to significant efficiencies.

**Mr. Dukszta:** Tell me how much more efficient you are going to be and how much money you are going to save by spending \$31 million plus \$6 million. I want to know.

**Hon. Mr. Timbrell:** Have you got those figures here? The operating costs?

**Mr. Bain:** There are no additional operating costs associated with this. Basically what the project is designed to do is to replace obsolescent facilities and to emphasize a change from inpatient to outpatient care. This is why there is a reduction in beds.

**Mr. Dukszta:** I was just struck when I was looking. The minister told me very kindly—he even said he would redeem the amount of money he is saving by rejecting various proposals to build all over the place—that indeed he has rejected a number of things which I would consider more essential in the community, while going blithely ahead to build this wing on the Toronto General Hospital. I question it, specifically the point of view that there seems to be a significant portion of that large amount of money, once more let me repeat, for doctors' offices, for which you will not charge them.

**Mr. Backley:** There are 324 beds being built in that tower as well and an ambulant clinic for patients.

**Mr. Dukszta:** If you are building that many beds—how many beds are you exchanging? I am not clear. You say that you are reducing by 100?

**Mr. Backley:** The overall complement will reduce by 100.

**Mr. Dukszta:** Which part are you rebuilding then exactly? You mean, the whole front wing here?

**Mr. Backley:** It's the college wing.

**Mr. Dukszta:** The whole college wing is being torn down and rebuilt?

**Hon. Mr. Timbrell:** I don't think that has been decided because there is some indication by the historical society that they want all or part of that maintained in the future, but as far as its use as part of the hospital is concerned, it will cease.

**Mr. Backley:** Perhaps I can just read to you what the description of the project is. Phase one of the major redevelopment of the hospital will comprise consolidation of the hospital's diagnostic and treatment depart-

ments, storage facilities, the construction of a tower comprising nine nursing units with a total of 324 beds, an ambulant patient clinic to accommodate the geographical full-time and major part-time staff. In other words, the full-time or the major part-time.

**Mr. Dukszta:** You have persuaded me, in my own words, that in fact you are providing many free offices for the majority of physicians, as if they didn't have enough, at the expense of the taxpayer, while you are not prepared to spend some money on home care which would be much more effective.

**Hon. Mr. Timbrell:** No, no. When we get into that, the increase for home care has been significant, but as you know, even on the non-teaching hospital list there are a number of proposals which have been deferred, but some of them have been approved that are straight replacement of obsolete facilities. One that comes immediately to mind, because there has been a lot of correspondence with Mr. Speaker, is the one in Terrace Bay, the McCausland Hospital. That is a straight bed-for-bed replacement; not even a reduction there, obviously, because it is such a small one. It is costing a significant amount of money to replace the McCausland Hospital, but it has got to be done.

There are others that will come up. For instance, the redevelopment in London of the Victoria and the facilities, in the years to come, rather than an addition of beds. In fact, there are going to be 200 beds within two years at the Victoria.

**Mr. Dukszta:** You were very critical in the beginning in saying that in the late 1950s and early 1960s people were overbuilding like mad in terms of hospital beds. But let me remind you that in the last few years we have one enormous new institution built which is Mount Sinai, and it was probably a very great mistake ever to allow them to build it. Now you say you are reducing 100 beds but you are spending enormous amounts of money on what appears to be quite an unnecessary expense.

[5:00]

I don't even accept at the moment—and some people have never accepted it—that there was any need to change the so-called obsolescent beds around the place, as at Toronto General Hospital. The whole point is that you're always building a large teaching hospital at tertiary-care level in a metropolitan setting and not supporting smaller places where there is much more need. That's the point I was trying to make. The money all goes to teaching hospitals and for expensive tertiary care.

**Hon. Mr. Timbrell:** If you will look at the capital list that has been put out for this year and for the next two years—

**Mr. Duksza:** That's what I'm saying. I looked. It strikes me that there is a trend there.

**Hon. Mr. Timbrell:** If you look at it, the emphasis is, in fact, away from Metro. Granted, we have a commitment which was given almost five years ago to the teaching hospitals and OHRDP and we're going to live up to that commitment.

**Mr. Duksza:** I question that. Why should you when, in fact, you're still spending proportionately much more money, on teaching hospitals than on community hospitals or on home care and community care. You're still subscribing to the old approach that tertiary care is more important, while actually it doesn't do that much.

**Hon. Mr. Timbrell:** I wouldn't accept the bald statement that we're spending more proportionately. I don't think we are. At the same time, I don't think it's wrong to consider replacing out-dated facilities, whether it is TGH or rebuilding the—

**Mr. Duksza:** It's relative restraint. Obviously, that is what you're talking about.

**Hon. Mr. Timbrell:** —faculty of medicine facilities in Ottawa. Those are outdated. They just had their accreditation done this year and there was a comment made about the facilities and what's going to be done about it. It's going to be a part of the OHRDP—going into the future—to replace those facilities on the Alta Vista site. Looking at London, I don't think you're going to argue, and I'm sure the member for London North (Mr. Van Horne) wouldn't argue, that we shouldn't eventually replace Victoria and Westminster, replace those obsolete facilities with more modern, more efficient facilities. That's part of OHRDP.

Sometimes it's a matter of addition. KGH in Kingston has just torn down blocks C and D, or whatever they call it; it doesn't matter what they are called. This was done with a view to their obsolescence and because of concern about maintaining these antiquated facilities. Whether they will be able to do it under OHRDP remains to be seen.

**Mr. Duksza:** We agreed that at 5 p.m. we would switch.

**Mr. Chairman:** Mr. Nixon hasn't had an opportunity to ask questions and we're going to give him the chance.

**Mr. Nixon:** Perhaps by agreement we could go on for a few minutes longer. We're already after 5.

**Mr. Duksza:** Do you want to speak on this item, Mr. Nixon?

**Mr. Nixon:** No.

**Mr. Duksza:** Well, we should try to stick to this.

**Hon. Mr. Timbrell:** Let me just finish. As far as the growth in home care and the development of chronic home care are concerned, and the realities of the funding and this year's and the next two years' capital programs for non-teaching hospitals, I feel very strongly that, in fact, we have more than maintained our commitment within the bounds of available finances; we have more than maintained our commitment to the community hospitals around the province, or the non-teaching hospitals, if you want to zero in on Metro.

**Mr. Duksza:** You have done nothing of the sort. You have not changed your approach at all. Things like psychiatry have been let go wherever you have cut down on money. You have allowed money only for tertiary care, which is altogether the wrong priority at the moment, if you're concerned about the provision of better community health services across Ontario. What you do is give money largely for doctors' offices in Toronto General Hospital and allow them money for special equipment, whether they raise the money themselves or not because you clearly match it. The same money could be used to provide much better, more general care.

**Hon. Mr. Timbrell:** According to the figures just handed to me, there are 105 offices now. There will be 150 in the new facilities, of which the hospital will pay from its funds for 48, so the ministry will be paying to replace just a few less than are in the existing facilities.

**Mr. Duksza:** The hospital could raise the money for a number of things if it really wanted to. You allowed them to raise money only for doctors' offices and you provide everything else. What kind of control do you have over the hospital? This is just a technical trick. Certainly, they raise the money for doctors' offices but where do you think the money comes from? Ultimately, you match it because you provide the maybe more essential services yourself. So what the hell are we talking about here?

**Hon. Mr. Timbrell:** If they hadn't raised the money themselves, it wouldn't have been provided by the ministry.

**Mr. Duksza:** The money could have gone to what you consider more essential services. But you so generously provide them with everything else so they go ahead and spend

this money, only on doctors' offices for which they won't even charge the physician.

**Hon. Mr. Timbrell:** I just want to be clear on something because of upcoming discussions with the universities. I just want to be clear that I take your earlier comment to mean you don't think the OHRDP commitments should be followed through.

**Mr. Duszta:** I'm merely quoting your own, much vaunted statement about restraint and the priorities that you committed to the community, to the preventive health field, et cetera.

You must, as a minister, make some kind of a decision as to where your priorities are. Your priorities are clearly for further capital expansion in only some aspects, while you say you want to cut on everything else. Specifically, you cut on things like the much-needed community mental health service.

**Hon. Mr. Timbrell:** I don't think the facts bear that out; but now I understand your position as being opposed to finishing off the OHRDP.

**Mr. Nixon:** I want to ask the minister in connection with what has been discussed: Is the old private patients' pavilion on University Avenue still used for private patients or has that been changed over into offices and treatment centres?

**Hon. Mr. Timbrell:** It's still in use.

**Mr. Nixon:** Some doctors do have offices and treatment facilities there?

**Mr. Backley:** Yes. That's right.

**Mr. Duszta:** And you're giving at least \$10 million to make sure it remains as it is.

**Mr. Nixon:** Are the people in the private patients' pavilion paying an additional, substantial charge above and beyond the regular per diem?

**Mr. Backley:** Yes. There's a private patient's charge.

**Mr. Conway:** What is that?

**Mr. Backley:** What's a private patient charged at TGH?

**Mr. Maynard:** Twenty-one dollars.

**Mr. Nixon:** There are two matters I wanted to raise with the minister. One has to do with Willett Hospital in Paris. You understand that that hospital is by no means complaining about its treatment because it is, as usual, continuing to provide excellent and sensitive community care at probably the lowest per diem in the province. However, it's come to my attention that the minister's statement, having to do with restraint and prioritization, has caused some small degree of confusion there. The hospital received a

letter signed by a Mr. Chatfield, indicating in the third paragraph, as follows: "Because other projects were judged to be of higher priority, I am sorry to inform you that your project will not qualify for funds prior to 1980-81."

The whole letter is concerned with chronic day space. The board of the hospital has informed me that they have at no time submitted anything on chronic day space and they felt that in no way were they contributing to the \$800 million of requests that the minister says, of course, he can't deal with. They didn't want there to be any serious misunderstanding in that regard.

How could that have happened?

**Hon. Mr. Timbrell:** I don't know, but I'll be glad to forward a list.

**Mr. Nixon:** How could it possibly have happened that the matter could have been brought to the hospital's attention by the local newspaper which got the information from one of the local members of the Legislature who had received a letter from Mr. Chatfield in this regard, before even the hospital got it? The administrator of the hospital got the original of the letter delivered by hand with the date changed from November 10 to November 16.

I'm simply saying to the minister that there appears in this small area—perhaps not of great importance—some confusion, not only as to the establishment of the restraint program but even some confusion in conveying the information to the people who must bear the brunt of it.

**Hon. Mr. Timbrell:** I'm just going by the project sheet, and I've got the letter in front of me as well. They were to go out originally on the 10th and then we had some delays and so forth. That's why, rather than re-typing them, because you know the cost of typing a letter, we changed the date.

**Mr. Nixon:** Frank Drea does that better.

**Hon. Mr. Timbrell:** And I drink apple juice.

**Mr. Conway:** I am glad the cabinet has something.

**Hon. Mr. Timbrell:** I am going by the project sheet here and I will just give you a description of the project. It comes under the category of service upgrading and the project title is "Chronic Day Space" as per the letter. The description of the project is as follows:

"About two years ago the hospital reclassified approximately 43 active beds for chronic care. Support areas, i.e., lounges, dining, therapy areas, are inadequate. The



renovations proposal provides space to correct this situation. Eighteen active treatment beds remain. The deputy minister gave verbal commitment at the time of the negotiations between the hospital's proposed closure for funds to provide chronic care facilities to accommodate the minister's request to reclassify active beds to chronic."

Now, if you are telling me that the hospital wants that withdrawn, consider it withdrawn and we will take it off the lists.

**Mr. Backley:** It was my recollection that this was one of the recommendations of the Brant long-term care study.

**Mr. Nixon:** Oh, but not from the hospital board. That might be an explanation.

**Mr. Backley:** Yes.

**Mr. Nixon:** Have the recommendations of the Brant long-term care study been adopted by the Brant health council, then? Would the deputy minister be able to tell me?

**Mr. Backley:** Not in total, but the majority of them certainly were. That, I am sure, is where the idea originated that they were going to have chronic space, chronic beds and also a day hospital associated with it, which by and large would be our intention for any chronic hospital, that they should have some kind of day space.

**Mr. Nixon:** They brought to my attention a certain amount of confusion, certainly in the minds of the people administering the hospital, in that connection.

**Mr. Backley:** I think it is only fair to say that the hospital itself did not approach us in that particular regard, but because of that origin it was on our list of projects which were anticipated.

**Mr. Nixon:** May I ask if you are now receiving priority projects from the Brant health council or are they still in the process of evaluating the different proposals?

**Mr. Backley:** We have not received them yet, they will be coming in next year.

**Mr. Nixon:** The second thing I wanted to raise with the minister has to do with a matter I brought to his attention by letter some months ago. A constituent of mine was undergoing major surgery in a hospital, I believe, in Hamilton. As she was sedated the night before surgery, the anaesthesiologist spoke to her with regard to the fee payable and explained that unfortunately he was not accepting the OHIP fee and all he needed was her signature so they could proceed with the operation.

Fortunately all was done successfully, but I thought she very properly brought this

matter to my attention since she really felt, as I do, that it was a most serious intrusion under those circumstances. It boils down to this: Does the minister allow public hospitals to admit, in certain areas of specialty, only doctors who charge additional fees for their services or does he require that every public hospital have a reasonable number of specialists, such as anaesthesiologists, who will accept the basic OHIP fee so that a patient going into the hospital can say to Doctor X, "I will not sign that paper. Send me Doctor A, who will accept the OHIP payment as full payment?"

Certainly this matter has come before the Legislature on more than one occasion over the past six or eight years. There are a number of hospitals — and I believe that North York was one of them—which in the same specialty had no doctors with admitting privileges who accepted the OHIP fee.

**Hon. Mr. Timbrell:** I believe this has been taken up with the college before my time, first of all with respect to the anaesthetists or whoever doing that—

**Mr. Nixon:** Every time I use that word, the next person says, "Oh, an anaesthesiologist." There is always something condescending about it. I forget which way it goes.

**Hon. Mr. Timbrell:** I always use "anaesthetist."

**Mr. Conway:** Different brands.

**Hon. Mr. Timbrell:** Either is correct isn't it?

**Mr. Backley:** Yes.

**Mr. Nixon:** Okay. We will split the difference.

**Hon. Mr. Timbrell:** The "gas" man. That is clearly, in our opinion, unethical. It has been drawn to the attention of the College of Physicians and Surgeons and I think in that particular case did we not suggest that your constituent go to the college with a complaint on that? I believe that is likely what I suggested.

[5:15]

**Mr. Nixon:** It sounds like a reasonable thing that you might suggest. I would suggest we ought to have some sort of a regulation to the public hospitals, that it not be a matter of ethics but a simple requirement that a certain percentage of the doctors, given admitting privileges to our public hospitals for which we are paying hundreds of millions of dollars, must agree to accept OHIP fees for their professional services.

**Mr. Bounsall:** Like three-quarters.

**Hon. Mr. Timbrell:** Right now we're running around 91 per cent of physicians in the province who are accepting OHIP as a full fee for service.

**Mr. Nixon:** Do you think that's got anything to do with the problem we've presented to you?

**Hon. Mr. Timbrell:** I'm just trying to put it into some kind of perspective. First of all, 91 per cent as opposed to a couple of years ago when it was down around 89 per cent. That particular aspect of it, I understand, has been discussed before and taken up with the hospitals. It hasn't come up in my time. I think at North York General—wasn't it?—

**Mr. Backley:** Yes.

**Hon. Mr. Timbrell:** —with obstetricians there was a problem before and I believe that has now been straightened out. I'll take another look at it and discuss it with the hospital association and consider your proposal.

**Mr. Nixon:** I suppose you can't canvass all the hospitals, although it really would be an admirable project to canvass them all, to be sure that this cannot occur. I'd be very interested to know the results of your investigation if you'd undertake it to let me know.

**Mr. Van Horne:** Mr. Chairman, I realize the constraint of time again so I'll throw a few questions to you, Mr. Minister, if you would give me an answer sometime.

**Hon. Mr. Timbrell:** Is this on hospitals?

**Mr. Van Horne:** Yes. I'm using that general heading, if I may.

I would like to start off with the reflection, for a moment, on what happened in the spring of 1976 and ask the question generally: Was the \$16 million shortfall in payments to the hospitals reviewed earlier in these estimates?

**Hon. Mr. Timbrell:** Yes.

**Mr. Van Horne:** It was? Okay. We'll pass on that and get the answer later.

The second point is, you made reference to the Westminster Hospital takeover, or program for redevelopment in conjunction with Victoria. I would like to know what the financial support was, or will be, from the federal government in that program?

**Hon. Mr. Timbrell:** It's \$18 million. First of all, I've got my directions wrong. Is it the south side or north side of Commissioner's Road that the hospital is on?

**Mr. Van Horne:** It's the north side.

**Hon. Mr. Timbrell:** It's on the north side, okay. We've got all of that land and the

hospital and outbuildings and so forth on that side of Commissioner's Road. We've got the land on the south side for five years as a lease, and \$18 million over five years capital contribution for the redevelopment. That is based on a formula, a pretty complicated formula on how that \$18 million was arrived at.

**Mr. Backley:** It is based on the amount that they spent on the buildings that they've continued to operate.

**Mr. Van Horne:** Is it possible for me to see that afterwards?

**Hon. Mr. Timbrell:** Yes.

**Mr. Van Horne:** Okay, thank you very much. I don't want to take everyone's time because it's a matter of local concern rather than general. Beyond that, you do have a timetable, or time schedule for redevelopment. Is that public?

**Hon. Mr. Timbrell:** I'm sorry?

**Mr. Van Horne:** Is the time schedule for redevelopment public yet?

**Hon. Mr. Timbrell:** It is not finished yet.

**Mr. Van Horne:** Okay.

**Mr. Backley:** Can I come back to the question of the operating costs? They pay us the per diems for all veterans that we provide services for and they will do that on an annual basis. We don't have the amount of that because it would depend on how many veterans we have entered at any one time.

**Mr. Van Horne:** Let me shift the emphasis on that last question, then, on the redevelopment timetable? When do you expect to have it? When will you have a plan in your hands with a time line attached to it?

**Hon. Mr. Timbrell:** The anticipation is construction would start in May 1979, so for the completion of plans by the engineers and architects we're probably looking at the summer or fall of 1978.

**Mr. Bain:** It may be, in fact, early 1979 before we have the full plans.

**Hon. Mr. Timbrell:** It will be that late, early in 1979?

**Mr. Van Horne:** We can look for a statement sometime in the spring of 1978, is what you're saying?

**Hon. Mr. Timbrell:** No, I'm advised it could be as late as early in 1979 before the plans are finished. It could be we'd be looking at early 1979 before a final announcement would be out—probably in another 13 or 14 months.



**Mr. Van Horne:** I have two final points. I am concerned about a number of complaints I have received from those wonderful ladies who make our hospitals quite operable. I'm probably cheating by sneaking the question in under this heading, but there is a rumoured certificate of competence or change in that routine for nurses who have been away for a while. The complaint I'm getting is not that they would have to requalify, or at least prove their competency one more time, but rather that it has been suggested that these programs be available in such places as local community colleges. In fact, when the girls call the colleges, they say they don't know anything about it.

Is there some breakdown in liaison between the College of Nurses and the colleges?

**Hon. Mr. Timbrell:** No. As I understand it, that's very much at the preliminary stage, that the College of Nurses is considering this question of certificates of competence.

**Mr. Van Horne:** It's just a rumour or a consideration at this point?

**Hon. Mr. Timbrell:** They're considering it. There has been press on it recently, but it hasn't even got to us yet as far as a proposal from them for a change goes. I was going to try to draw an analogy with teaching, but I'll let that pass.

**Mr. Conway:** Take it easy there.

**Hon. Mr. Timbrell:** There's a problem. I've got a worse one because I've been out for almost seven years since I last taught. They are discussing it in terms of people who have been out of nursing for some time. I think it concerns those who have been out of nursing for five years or who haven't nursed more than 50 days in a given year within a certain number of years. I've forgotten the details. It hasn't even come to us. It's all speculation.

**Mr. Van Horne:** What I have been asked to do is to give some kind of assurance to these ladies that there will be a course available to them and, if this is the routine they want to go through, that there will be some kind of harmony between the nursing authorities and the community college people or whoever is going to make this course available.

**Hon. Mr. Timbrell:** In the final analysis, if that is the recommendation of the College of Nurses and if it is accepted by the government, then the changes in the regulations would come through us and we would have to ensure through MCU that that was the case.

**Mr. Van Horne:** A final question still in this vote, there seems to be a considerably

smaller amount of emphasis on the Cancer Treatment Research Foundation as reflected in the budget here than there is in the Alcoholism and Drug Addiction Research Foundation. Is that an accurate observation or not?

**Mr. Backley:** No, because that is just the head office costs of the Cancer Treatment Research Foundation. Their actual in-patient accommodations are included in the in-patient costs of the hospitals where they have clinics, such as the Victoria Hospital in London or the Henderson General in Hamilton.

**Mr. Van Horne:** You're satisfied that there are adequate funds? My concern here is for adequate funding for cancer research.

**Hon. Mr. Timbrell:** They got a six per cent increase over last year. In addition, the first \$2 million from the Provincial lottery on health research has gone to cancer.

**Mr. Van Horne:** I'm sorry, I get rather exercised when I consider the Provincial lottery and see that we have a considerable surplus there still of lottery money.

**Hon. Mr. Timbrell:** Not the Provincial.

**Mr. Van Horne:** The Wintario or whatever.

**Hon. Mr. Timbrell:** As far as health research is concerned, my concerns are about the Provincial lottery, not about Wintario. Starting tomorrow, you'll have the Minister of Culture and Recreation (Mr. Welch) here. You can perhaps get into that with him. As far as the Provincial is concerned, it has only just recently achieved the first \$25 million, so that we have the funds available for our \$15 million of that amount. Most of it is committed.

**Mr. Van Horne:** Do you understand that?

**Hon. Mr. Timbrell:** I do.

**Mr. Van Horne:** Run it by me one more time, would you, please?

**Hon. Mr. Timbrell:** It was in my opening statement, as my deputy pointed out. We got 60 per cent of the first \$25 million of the Provincial, which is \$15 million. That has only just recently been achieved or we're about to achieve our figure. I forget which, but it's just slightly over or slightly under. One of the first, if not the first, allocations from that \$15 million was \$2 million that went to cancer. I can't remember which came first. Three point five million dollars went to the Ottawa Health Sciences Centre General Hospital—cancer came first, okay.

**Mr. Backley:** In this fiscal year.

**Hon. Mr. Timbrell:** OHSCCH came next. That's over and above the ongoing funding of the cancer treatment foundation and as



the deputy points out, you would have to separate the budgets of the Henderson, the Victoria in London, Kingston General Hospital and so forth to indicate how much of their budgets is actually going on cancer treatment so that you could do a comparison. The ARF item is total budget for ARF. The other is not.

**Mr. Backley:** Just on the point of cancer research, it's included in the research part of the ministry. We have put all of our research in one area.

**Mr. Van Horne:** I don't want to dwell on it, Mr. Chairman, I guess we are running out of time.

**Hon. Mr. Timbrell:** If you have a copy of my opening statement, it's pages 18 and 19—

**Mr. Van Horne:** I have a copy.

**Hon. Mr. Timbrell:** —that deal with the Provincial lottery and the allocation and the allotment of those \$15 million among the various categories that we are funding: research by the statutory foundations, research by the non-statutory foundations, capital in terms of building space and equipment, as well as national support for research positions in the health science centres.

**Mr. Van Horne:** And you are telling me that there is adequate funding for cancer research in the province?

**Hon. Mr. Timbrell:** We think that our record certainly is good with regard to the ongoing support and this initial allocation from the lottery. I think something bears saying here though, or repeating. When I announced the criteria for the lottery to the health research seminar on March 4, I made a point then, and I have made a point of it a number of times since, of emphasizing that the lottery, the Provincial lottery, should not be seen as the panacea of health research, that we still depend very much on the voluntary contributions and the activities of the foundations, statutory or otherwise, in raising funds from the public. We should not assume the government has all of a sudden assumed unto itself the entire burden. I don't think that would be right. I think there's a very definite role which will always be there.

**Mr. Nixon:** Your Provincial lottery revenues were \$65 million in the year?

**Hon. Mr. Timbrell:** No, no, I don't know what Wintario is, but that's not the Provincial.

**Mr. Van Horne:** We are talking about two different things here.

**Mr. Nixon:** I didn't mean to interrupt—the idea of the revenues from the Provincial

lottery going to health research is an excellent one but those revenues are pretty substantial, aren't they?

**Hon. Mr. Timbrell:** Not the Provincial. They are nothing of that order.

**Mr. Backley:** Spread among the provinces too.

**Hon. Mr. Timbrell:** Oh, well that may be it. It is spread between the provinces, don't forget.

**Mr. Nixon:** I thought you said we got 20 per cent of their revenue?

**Hon. Mr. Timbrell:** Health has been allotted 60 per cent of the first \$25 million coming to Ontario from the Provincial. I don't know offhand but Bob Welch can tell you tomorrow and on ensuing days what the total cash flow has been to date for the Provincial overall among the provinces. All I know is that I was told recently that we have just achieved or we are just about to achieve that first \$25 million for Ontario. Therefore our initial allocation of \$15 million is in the bank and most of it is already allotted.

**Mr. Van Horne:** I would just like to reflect back to a question I asked last week and I would still ask for the answer. That is, do you have a costing on the prescriptions or medications that are returned to—

**Hon. Mr. Timbrell:** That's in Hansard. Wednesday, I think; Tuesday or Wednesday.

**Mr. Van Horne:** I asked the question but it was to come back and it must have come back when I wasn't here. That's fine.

**Hon. Mr. Timbrell:** Yes, I am sorry. You weren't here but I thought I had better—

**Mr. Van Horne:** Okay. We are about a week behind in getting the Hansard.

**Hon. Mr. Timbrell:** It is in Hansard.

**Mr. Chairman:** Mr. McKessock.

**Mr. McKessock:** I want to be under the next vote. I didn't realize you weren't on the last vote.

**Mr. Chairman:** Doctor, you had something—

**Mr. Duksza:** Did you say you would provide me, Mr. Timbrell, with the data I asked you about, the \$31 million?

**Hon. Mr. Timbrell:** Yes.

[5:30]

**Mr. Duksza:** Will you also show me exactly what you are buying with some of this money?

**Hon. Mr. Timbrell:** Do you want the equipment list?

**Mr. Duksza:** Yes, I would like to look through it.

**Mr. Backley:** We'll let you borrow a copy because it would cost us a small fortune to copy it out for you.

**Mr. Duksza:** You can afford it more than I can.

**Hon. Mr. Timbrell:** Oh no, we can't, not when it is coming out of the budget for my office.

**Mr. Conway:** Just very briefly, since we don't want to let this \$2 billion item pass without due consideration, I wanted to go over it again with you briefly, just to make sure I understand your position with respect to the divisional court ruling. You are not going to pursue that? So we can effectively consider that a dead letter?

**Hon. Mr. Timbrell:** I have no plans to pursue it. We are trying to work it out in other ways.

In the case of Grey-Bruce, the district health council hired McKinsey and Company to prepare the data. I understand they've got the task force report in to the health council. Now they are meeting with the hospitals and local committees and we will have some kind of a report from them, I guess, within the next few months, as to what should be done. But I have no intention of pursuing that.

**Mr. Conway:** What I wanted to know was, can we assume in the future, should the ministry decide on the basis of whatever evidence it decides these things upon, that you will really not pursue that avenue again?

**Hon. Mr. Timbrell:** Of closing?

**Mr. Conway:** Of closing the way you have tried in this instance. You have indicated that in these specific terms and in these conditions you are not really too anxious to pursue the case, but I guess what I am asking is can we draw from that that you are prepared to say at this point that you are abandoning that as a means by which you would seek to close hospitals?

**Hon. Mr. Timbrell:** I can only speak for myself as long as I am Minister of Health, and I recognize the tremendous problems associated with that. I can only tell you that I have no plans other than a situation where we are talking about closing perhaps a unit of a hospital, a ward, a number of beds, and that sort of thing. That sort of thing will go on in the years to come, but I certainly have no intention of pursuing the closing of a hospital. I should perhaps leave one door open; I don't know.

If there was ever an instance where we felt because of structural reasons—for in-

stance, this year we were forced to close a private hospital at Stouffville, where for a number of good reasons, not the least of them being the condition of the building, we pushed that one out of business. It will be out of business within four weeks. Except for a reason like that, I can't see—I have no intention of pursuing this.

**Mr. Conway:** All right, I just wanted to go over that ground again.

I had a question I was going to put to you the other day, and it may very well have come up because I have missed a question period or two. I did want to ask you today, if I could, to comment on the warning by the director of the OHA about three weeks ago, November 6, I guess, that Ontario could lose, I think his figures were 4,000 staff members, and that in fact there could be an extra per-patient day charge of \$5 because of provincial restraints.

**Hon. Mr. Timbrell:** I did comment on that in the House on November 7. You'll find it in Hansard.

**Mr. Conway:** That's fine. I thought you had. I just wanted to confirm it.

Before we pass this vote, my last comment is—nothing directly to do with this—were you able to or have you remembered to check into those figures on the public labs? I asked for some comparative figures and I just wondered—

**Hon. Mr. Timbrell:** We haven't got those yet?

**Mr. Conway:** I just wanted to serve notice again that before time runs out, in the next week or 10 days or month—

**Hon. Mr. Timbrell:** I think we have a note of that.

**Mr. Conway:** That's all, then. I simply don't want to pursue any more of this.

Item 6 agreed to.

Item 4 agreed to.

Vote 3102 agreed to.

**Mr. Chairman:** That vote, you understand, carries, but there's a transfer to the children's services program of \$61,673,100 that's transferred to Community and Social Services.

On vote 3103, community health services program:

**Mr. Duksza:** Could we just cover the whole vote generally?

**Mr. Chairman:** All right.

**Mr. McKessock:** Mr. Chairman, I wanted to raise an item here under this community health services program. I notice that compared to the dollars spent in the health program this is very few compared with other



parts of the health program. In view of the OHIP figures that state there are six claims for each person under the insured plan, is that true?

**Hon. Mr. Timbrell:** Yes. As compared to four per person five years ago or so.

**Mr. McKessock:** So it has gone up by 50 per cent over the number of claims that you had five years ago under OHIP? It means that if I did not have any last year, somebody else had 12. I was wondering why the big increase in this, whether more money should be spent in this community health services program. This article I see here in the paper which mentions the six claims per person also mentions, "One of the highest increases occurred in the number of reported cases of syphilis and gonorrhea. The total number of cases of both increased by seven per cent over the previous year to 20,000 cases. This was the highest number ever reported in the province's history and accounted for almost 40 per cent of all cases reported in Canada."

Is there anything being done in your ministry to correct this situation? Is this not something that would come under a community health services program or a personal health services program?

**Hon. Mr. Timbrell:** I think perhaps Dr. Persad could comment on the problem of sexually transmitted diseases—isn't that the new terminology?—and what has led to those changes. I may say that we have under consideration now, further refinements to our policies with respect to sexually transmitted diseases, to try to increase those numbers even more because we are not finding out about the half of it. That is one of our biggest problems. But Dr. Persad may want to comment further.

**Dr. Persad:** I think those numbers refer to the number of cases reported. Actually when the number of cases reported increases, this is what we are trying to do at the moment because we know for a fact that there is a gross under-reporting of cases, and has been over the past eight or 10 years. Probably just two or three cases in 10 were being reported. So the fact that we are seeing more numbers of cases and the percentage of reported cases increasing, we interpret as probably being a good sign in some respects. This is not to say that we want there to be a true increase in the disease.

**Mr. McKessock:** I may see your point, but on the other hand, when the OHIP claims have gone up by 50 per cent, I am not sure whether that adds up to what you are saying, or not.

**Dr. Persad:** I think you will appreciate that these diseases in particular are social diseases. There is such a multiplicity of factors that control their incidence—the trends in these diseases—they are not really amenable purely to treatment by OHIP or by giving injections or tablets or whatever.

**Mr. McKessock:** I did not quite get that. Are you saying these do come under OHIP? The fact that they are reported in this—

**Dr. Persad:** No. Venereal diseases have nothing to do with OHIP at all.

**Mr. McKessock:** You think they have not contributed to the 50 per cent increase in OHIP claims?

**Dr. Persad:** No.

**Hon. Mr. Timbrell:** Well, there would be some—in a minor way.

**Dr. Persad:** There would be some. Those with private physicians, yes.

**Hon. Mr. Timbrell:** Well, some. We're talking about 52 million plus claims on OHIP a year. During 1976, there were just over 20,000 cases. In 1971, which was the period when the average number of claims per person was four, the total number reported of syphilis and gonorrhea was almost 9,600 as opposed to 20,100. So if you would like to compare the claims per person, look at it in terms of the growth in reporting of cases of sexually transmitted diseases.

**Mr. McKessock:** Under this community health program, have you any program to help correct this situation?

**Hon. Mr. Timbrell:** Yes, through a number of clinics around the province which we fund. Would you perhaps like to describe the current program, Doctor? I emphasize again that we are looking at changes to the current program which I'll be taking to cabinet in the near future.

**Mr. Conway:** Perhaps you could comment for my colleague from Grey and any of those who might have read your introductory statement, on the new initiatives that you indicated directly were being contemplated. I wonder if you might take us into your counsel as to what these initiatives were.

**Hon. Mr. Timbrell:** No.

**Mr. Conway:** Freedom of information?

**Hon. Mr. Timbrell:** Not until I have been to cabinet.

**Dr. Persad:** The current program that the province is operating at the moment includes three different areas. One is the provision of clinic services for the free, confidential treatment of all cases that present themselves at these clinics. There are something



like 31 clinics operating in all the large urban centres of the province at the moment.

The second area relates to the area of education; public education and provision of physician education.

The third area relates to the epidemiological program, which is a program of trying to find the contacts of each case and ensuring they are brought to treatment. There are other small areas, but these are the three main areas of our program.

**Mr. McKessock:** I can see that as you mentioned, Mr. Minister, out of 52 million claims this isn't a large amount of your claims.

**Hon. Mr. Timbrell:** I should point out that not all of those 20,000 would have come through doctors' offices.

**Dr. Persad:** About 12,000 or 13,000 would have come through the clinics.

**Hon. Mr. Timbrell:** They come through the clinics which are funded at \$7.50 per visit, right?

**Dr. Persad:** Yes, 90 per cent.

**Hon. Mr. Timbrell:** So the balance of 7,000 or 8,000 would have come through OHIP as part of an assessment discovered during a general assessment or as a complaint.

**Mr. McKessock:** You have probably given this a good going over in an earlier vote, but that astounds me—six claims per person under OHIP.

**Hon. Mr. Timbrell:** It doesn't exactly thrill me, either.

**Mr. McKessock:** What area has the biggest percentage of claims? Is there any area of health—

**Hon. Mr. Timbrell:** I can't think of one that has been identified and again this is not peculiar to Ontario. Any jurisdiction that has a government-run medical care plan has experienced the same problem. I may say, and I have referred to this before, we have been in touch with the OHA and the OMA, and today we had an approach from the RNAO, representing nursing, to discuss the possibility of a joint program to educate the public on the cost of health care.

We did go through this earlier, but it bears going through again. There is a tremendous—I use this word in the kindest possible way—ignorance abroad about what health care does actually cost. It is by far the most expensive program within the government, and we are spending something in the order of 29 per cent of the provincial budget now. Premiums, OHIP premiums, only cover now about 25 per cent of the cost of health care.

The balance is coming either from the federal government or from the provincial treasury.

[5:45]

In fact, the balance made up by the provincial treasury is so close to the total revenue taken in on sales tax that in talking to small groups I've started to refer to it as the health care tax. In fact, that's the way it started in 1961, when Jim Allan was the Treasurer. It was brought in to finance hospital construction.

We've had favourable indications from the OMA and the OHA that they're prepared to consider that with the ministry. I think it is important that the principal actors, as it were—the government, the nursing profession, the medical profession and the hospitals—get across the message, if it can be done, as to what it is actually costing and talk about alternatives to the normal expectations of what the health care system will be.

**Mr. McKessock:** Have you any thought in the near future of adding a user's fee or putting in place a user's fee?

**Hon. Mr. Timbrell:** No.

**Mr. McKessock:** Say a dollar per doctor call or a dollar per day in the hospital up to a maximum of—

**Hon. Mr. Timbrell:** No, I don't, because I don't think it would work.

**Mr. McKessock:** Pardon.

**Mr. Duksza:** That's Liberal Party policy.

**Hon. Mr. Timbrell:** I have no plans to introduce it because I don't think it would work. I think the people who would be affected by that the most are the people who can least afford it. If it's somebody like you or me—I know you have three or four kids; I don't, but even so, our levels—

**Mr. Conway:** I didn't say it. I won't either.

**Hon. Mr. Timbrell:** —at our levels of income—

**Mr. Van Horne:** Are you still thinking it?

**Mr. Conway:** You haven't stopped reading, have you?

**Hon. Mr. Timbrell:** —a dollar a visit, even if you make it \$3 or \$4 a visit, isn't going to have an impact. I think you're going to deter from the system the people who can least afford it and who are probably in the final analysis using the system least, considering their numbers in the total population, their position in society.

**Mr. McKessock:** But something has to be done. Don't you think it would be worth a try?

**Hon. Mr. Timbrell:** No, not that. I agree something has to be done.

**Mr. Duksza:** Are you speaking only for yourself or for the party?

**Mr. McKessock:** It's been suggested to me by a number of my constituents—I'd say the majority would be in favour of a user's fee.

**Hon. Mr. Timbrell:** I don't think it will work. They tried it in Saskatchewan a number of years ago and it had an impact—it was the Thatcher government—

**Mr. Conway:** Thank you. That's an important comment.

**Hon. Mr. Timbrell:** Just so you put it in proper perspective.

**Mr. Conway:** He was a half-baked socialist.

**Hon. Mr. Timbrell:** —and for about eight or nine months it did have an impact on the growth and demand for services. After that period the growth curve went back to its previous trend. That suggests to me that if you were ever to bring that kind of thing in you would have to regularly increase it to reinforce its existence. The more you increase it the more you push the medical services out of the hands of, even if it's in their own minds, the aged and the poor in this province.

If I remember correctly, the whole idea of having a national medical plan run by the provinces individually was the theory that the aged and the poor were not getting proper health care—whether that's right or wrong I'm not going to argue now—I think it was right. In my view, that kind of a system would push it further away from them again.

I agree with you that something has to be done. We have to be considering alternative plans and there may well come from our joint committee with the OMA, under the chairmanship of Mr. Taylor from London, some practical suggestions of how, without deterring from the health care system people who need it and should properly use it, we can find a means to bring this thing into check.

Obviously, I don't want five years from now to find out that it's nine; that's a further 50 per cent increase.

**Mr. McKessock:** I can see I'm losing ground with the user's fee. The former Minister of Health said he was thinking about it when I talked to him about it.

**Hon. Mr. Timbrell:** This Minister of Health isn't.

**Mr. McKessock:** There's one other thing that I also mentioned before and wonder if you will consider, and that is to have a card for your OHIP number, similar to

your Master Charge or Chargex card, that you could run through a machine when you go to a doctor or the hospital.

**Hon. Mr. Timbrell:** That's certainly a possibility.

**Mr. Conway:** It's under "very active consideration." Are you thinking about a nine-digit number?

**Hon. Mr. Timbrell:** Very active; it's almost agitated.

**Mr. Conway:** Okay, what's the implication, if any, for—

**Hon. Mr. Timbrell:** We are thinking of a nine-digit number. That's publicly known. We put a submission to the—I can never remember the proper name, the commission on privacy I keep calling them.

**Mr. McKessock:** It would be similar to your credit card?

**Hon. Mr. Timbrell:** We propose to use the social insurance number.

**Mr. Conway:** In the context of today's discussion about informational availability between federal and provincial governments, I talked to some people about that suggestion and there are some shady concerns there.

**Hon. Mr. Timbrell:** That's exactly why we put it to the commission, so that they could—

**Mr. Conway:** I guess maybe it was your people.

**Hon. Mr. Timbrell:** Yes, I think it was our people.

**Mr. McKessock:** How long would it be before this would come into effect?

**Hon. Mr. Timbrell:** It would be a couple of years, probably, before we—

**Mr. McKessock:** A couple of years to get a credit card system working?

**Hon. Mr. Timbrell:** Yes.

**Mr. McKessock:** Why?

**Hon. Mr. Timbrell:** We've got eight million people, for one thing.

**Mr. McKessock:** We've all got our numbers now, right?

**Hon. Mr. Timbrell:** You've all got OHIP family numbers.

**Mr. McKessock:** We've also got nine-digit numbers.

**Hon. Mr. Timbrell:** No, not everybody has that. Strictly among the elderly. Every year that I help with tax credits in my riding, I still find elderly who don't have social insurance numbers. You've got to get them a number and go through the whole



rigmarole in order to make out the tax returns.

**Mr. McKessock:** I have one other question, and that is: Have you any percentage figures of this great number of claims through OHIP, as to what age bracket they come in, the same as they do of motor accidents? What age do they come in? Can you tell me what percentage is under 20, between 20 and 40?

**Hon. Mr. Timbrell:** Offhand, no. You see, this was in the first vote and I haven't got a single OHIP official here at the moment.

**Mr. McKessock:** But do you have those figures?

**Hon. Mr. Timbrell:** I'm not sure if it's broken down that way or not.

**Mr. Backley:** No, we don't have it broken down that way. We'd have to do a special survey.

**Hon. Mr. Timbrell:** We'd have to do a special survey. I don't know that you'd want us to.

**Mr. McKessock:** I don't know, would that not run through the computer and come out?

**Mr. Backley:** We know that in hospitals the use of the system is in the upper age brackets, 55 and over. That, in fact, is used in determining the distribution of hospital beds—they use an age weighting formula. But for OHIP, no, we don't have the—

**Hon. Mr. Timbrell:** A 65-year-old averages, what is it, four times as much time in hospital in a year as a 30-year-old?

**Mr. Backley:** At least.

**Mr. McKessock:** Wouldn't that be valuable information to you in determining how to cut the claims down?

**Hon. Mr. Timbrell:** Not necessarily, no.

**Mr. Cooke:** Mr. Chairman, didn't we finish with OHIP about a week and a half ago?

**Mr. McKessock:** Mr. Chairman, thank you. That's the end of my comments.

**Mr. Conway:** I'm interested in a supplementary to one of the questions raised, because I realize that time is very short. Can you explain to me why, since we all recognize, particularly Metropolitan Toronto, I think it's often referred to as almost an epidemic situation in the venereal disease question, at least it's been put to me as approaching those levels—Dr. Duszta's not here but I'm sure he was petitioned as I was about February of this past year.

**Hon. Mr. Timbrell:** We funded it.

**Mr. Conway:** Right. But they seemed to be almost to the wall. Maybe they were just misunderstanding normal government delay, but it seems to me that they were acknowledged as performing a valuable community service; they were deeply concerned. I know that they were finally funded and they were happy with that, but they felt very much pushed to the final second, as it were. I wondered, since this is obviously a concern and it's clearly a priority agreed to by everyone in the room, is Hassle-Free's an unusual situation, where there were circumstances which did, in fact—

**Hon. Mr. Timbrell:** I think it is. We ended up funding them through the health unit.

**Mr. Backley:** We do anyway. We wouldn't fund that directly, we would fund it through the health unit. It's a question of getting funds adopted as a priority from the Toronto Board of Health. We did, in fact, make additional funds available for that purpose alone.

**Mr. Conway:** One of the things I remember distinctly from that conversation with the people at Hassle-Free was that they were quite concerned about new attitudes in terms of sexual orientation and how that had created major new difficulties in the treatment of sexually transmitted diseases. I wondered what, if anything, the ministry had at this point in time to suggest as a corrective measure, or what might be contemplated in that regard? Do you see that as a problem? If so, what measures will you be taking in that respect? They expressed a great concern about the situation in Metropolitan Toronto.

**Dr. Persad:** Because of sexual preferences they perceive they have a problem for receiving treatment. Actually, the current trend is to treat all sexual diseases as communicable diseases. Even in the United States where they have large homosexual communities, as in Chicago and Los Angeles, the gay people themselves are now opting to go to a general clinic where they'll be treated like ordinary people, that is, heterosexuals. This may be a trend. I'm not sure what's going to happen here.

**Mr. Conway:** But they did make you aware of that concern?

**Dr. Persad:** Yes, they did. We have met with them several times.

**Mr. Backley:** That was, I think, one of the determining factors in funding them, that they did have that special clientele.

**Mr. Bounsall:** In the remaining four minutes—



**Mr. Chairman:** We have got nine minutes. We're five minutes late.

**Mr. Bounsall:** Just a couple of questions on the district health councils. Does the method of selection of the people on those district health councils vary from health council to health council? How does one arrive at the method of selection? I gather, for example, up in the Sudbury area, the one up there ended up being elected in its first instance.

**Hon. Mr. Timbrell:** No.

**Mr. Backley:** Not quite. There were two public gatherings of people who were interested in health and social planning and they nominated a group, one for health, and one for social services. Subsequently, the then-minister confirmed the people who had been nominated for the health council for their appointment, with the exception of the chairman. There was another chairman appointed.

**Hon. Mr. Timbrell:** Right. By and large, they would be nominated through a steering committee, the steering committee looking at whether a district health council should be appointed in the area. As and when a decision was taken that there should be a district health council, then the steering committee would proceed to receive nominations, normally through advertisements in the area and a variety of means, and then make recommendations to the ministry. I would send out staff to interview their nominees and to report to me as to their suitability for membership on a district health council. By and large, as far as I know, all successful nominees have come from the steering committee lists.

**Mr. McKessock:** Isn't that a queer way to do it, to have them sending up a bunch of names? Why don't you say to them, "Just pick the man you want"? Really, you're picking the man that you want. You just say, "Send us in some names, and we'll pick one from them."

**Hon. Mr. Timbrell:** No. We're talking about the formation of a district health council.

**Mr. McKessock:** That's right.

**Hon. Mr. Timbrell:** The initial formation.

**Mr. McKessock:** You ask for a bunch of names and you pick from them. So therefore you say they're picked by the community, but actually they're not, they're picked by you. Why don't you say to the county, "Send us the name of the man you want on the health council," rather than saying, "Send us three names and we'll pick one"?

**Hon. Mr. Timbrell:** No.

**Mr. Conway:** That's the reverse of the way they get candidates in Windsor.

**Hon. Mr. Timbrell:** To answer that, if I may, the ultimate decision has to be that of the minister, I think, because first of all, these groups do not have administrative authority. That is, they don't run the health care system, and they are advisory. They come under the section of the ministry Act where the ministry may appoint advisers. They are advisers to the Minister of Health. Therefore, the minister should have the right to choose who his advisers are.

**Mr. McKessock:** Then you shouldn't come out and say that they are picked by the local people.

**Hon. Mr. Timbrell:** They are. They submit a list of people with whom they've discussed the health council.

**Mr. Bounsall:** That's a bit of a facade.

**Hon. Mr. Timbrell:** With respect, it's not.

**Mr. Bounsall:** I think we've covered that point.

**Hon. Mr. Timbrell:** Mind you, when there are vacancies, the councils send me a name.

**Mr. Bounsall:** That's my point, yes.

**Hon. Mr. Timbrell:** Now that they're functioning, they send me a name, and if I'm not satisfied, I say, "No, send me another."

**Mr. Bounsall:** I'm interested in the replacements from here on in. You say the routine now is this council already in place of your advisers sends you the names. In other words, they're a self-appointing body from here on in.

**Hon. Mr. Timbrell:** No.

**Mr. Bounsall:** They can keep sending you a list of names until you agree to one, but the list always comes from them. Is that correct? This is the routine that has been followed?

**Hon. Mr. Timbrell:** It hasn't been a problem to date.

**Mr. Bounsall:** Is that the routine that's followed?

[6:00]

**Hon. Mr. Timbrell:** Basically the routine would be that if, let's say, you have a vacancy on the Essex district health council, they would strike a nominating committee or chairman's committee, whatever they might call it, and come up with a name which they would submit to me. They would interview a number of people in the process. If it were one of the municipal nominees it would go back to whichever council it was

and they would submit a name and that would be automatic, whatever name they submitted. To that extent, council representation would become self-perpetuating by act of council.

They would submit the name for that vacancy to me and if for whatever reason I was not satisfied—and I haven't had occasion to date to do this—then I would say to them that I wasn't satisfied and that they should therefore reconsider and submit another name.

**Mr. Conway:** How could you expect to express any possible dissatisfaction?

**Hon. Mr. Timbrell:** I'm sorry. I wasn't finished.

**Mr. Conway:** I just wanted to ask a supplementary.

**Hon. Mr. Timbrell:** I'm just saying that it's open. If I knew of other people, whether they're lay people or health providers in the area, I could submit the name to them and try to work it out between us.

**Mr. Bounsall:** That has now become the established routine?

**Hon. Mr. Timbrell:** Yes.

**Mr. Bounsall:** Apart from those very obvious ones that are appointed by council in which you would have no say? All the others are submitted by the health council to you and you would pick and choose?

**Hon. Mr. Timbrell:** It's part of the means of trying to ensure that we keep the health councils from becoming political bodies.

**Mr. Conway:** A noble goal.

**Hon. Mr. Timbrell:** In my view, one of the best district health council chairmen in the province is one of the strongest Liberals I know anywhere in the province who happens to live in Windsor. That's your chairman, who I think is one of our best district health council chairmen. He's certainly not—so far as I know, maybe he's changed—a supporter of my party. But he's an awfully good chairman.

**Mr. Cooke:** It would be hard to find one—

**Hon. Mr. Timbrell:** We've got chairmen, believe it or not, of your stripe—

**Mr. Conway:** Oh God, no.

**Hon. Mr. Timbrell:** —around the province.

**Mr. Cooke:** Probably the most progressive council in the province.

**Hon. Mr. Timbrell:** If you're going to tell me it should become political then I will accede to the pressure I get from time to time from certain of my colleagues.

**Mr. McKessock:** I think the representation made by the municipality should be accepted—only one. Why should you ask for three?

**Hon. Mr. Timbrell:** I said that.

**Mr. McKessock:** But why should you ask for three?

**Hon. Mr. Timbrell:** We had a difference of opinion recently over this. I met with the district health council chairman and they submitted that they would like to retain the process of submitting a name for a vacancy. I agreed to that on the understanding that there may well come a time—once, twice, who knows how many times? It hasn't come yet—that I would say no.

**Mr. McKessock:** Why would you say no, though? Shouldn't the community know who they'd want to run that—or sit on the health council?

**Mr. Conway:** That's a good question. Why would you say no?

**Hon. Mr. Timbrell:** I don't know because I haven't had occasion yet. The point is that these councils are advising on the expenditures of very large sums of money, they're advising on the development of significant programs and facilities, and since the minister is ultimately responsible to the Legislature for that money and that system, the minister has to have the final say as to who his advisors will be.

**Mr. McKessock:** But the health council must be responsible to the community, as well.

**Hon. Mr. Timbrell:** It must be responsive to the community, yes. This is one of the points. These are not constituent bodies. These are people drawn from the lay public as well as from the health care providers as well as from local government to try to give the broadest possible range of perspectives in developing the priorities for individual communities.

I know, for instance, and you've no doubt heard, from some people in the health care field that they're concerned that the health councils are eventually going to become administrative units—that they're going to run the hospitals or that they're going to run whatever. I can think of one or two members of district health councils around the province who think that's going to happen. I've told them it's not going to happen. They're going to remain advisory bodies.

Vote 3103 agreed to.

**Mr. Chairman:** That completes the estimates for the Ministry of Health.

The committee adjourned at 6:05 p.m.

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 Villeneuve, O. F.; Chairman (Stormont-Dundas-Glengarry PC)

**Ministry of Health officials taking part:**

Backley, W. A., Deputy Minister  
 Bain, W., Director, Institutional Planning Branch  
 Brubacher, C. L., Director, Ambulance Services Division  
 Davies, C. W., Senior Administrative Consultant, Southwestern  
     Region, Institutional Operations Branch  
 Maynard, J. K., Executive Director, Institutional Division  
 Persad, Dr. R. L., Senior Medical Consultant, VD, Epidemiology Service





No. S-31

# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Estimates, Ministry of Culture and Recreation



**First Session, 31st Parliament**

Tuesday, November 29, 1977

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

TUESDAY, NOVEMBER 29, 1977

The committee met at 3:48 p.m.

## ESTIMATES, MINISTRY OF CULTURE AND RECREATION

**Mr. Chairman:** Before we start the estimates, the official opposition and the third party have asked, Mr. Minister, that three hours be retained for vote 2908, the Wintario vote. So as long as we have that understanding beforehand, we will know which direction we are going.

Also, may I announce that the minister has an engagement tomorrow evening and has asked if it is agreed upon, that estimates start at 1:00 o'clock and finish at 4:00 tomorrow afternoon.

**Mr. Kerrio:** One good turn deserves another.

**Hon. Mr. Welch:** Ah, what a way to start the estimates.

**Mr. Chairman:** Agreed. Mr. Minister, we generally extend the courtesy to you to make a statement, if you would care to do so.

**Hon. Mr. Welch:** Mr. Chairman, I would prefer that we get right into the estimates. I am very pleased to be here to table the estimates of the Ministry of Culture and Recreation, along with the two sets of supplementaries which have been tabled in the House. I am glad to respond to questions and concerns, and indeed invite the comments of members of the committee as we go through the estimates of what has to be the most exciting and vital ministry in government.

**Mr. Samis:** Which one is this?

**Mr. Kerrio:** Somebody said that.

**Hon. Mr. Welch:** By the way, I might make one or two observations. I think briefing books make some reference to an organizational chart, and you might not have found one in your book. I have here some extra copies of the organizational chart dealing with the ministry.

I wonder, Mr. Chairman, from the standpoint of organizing ourselves so that we can have the right people here for the committee—as you know, particularly under votes 2902, 2903 and 2905 there are references to agencies for which I am accountable to the

House. In order to have some representation from these agencies and their staff, here and outside the ministry, I'm wondering if the committee might want to set a particular time when they would deal with the agency, so that we could have all the agency people here.

Vote 2902 deals with the Royal Ontario Museum and the Ontario Heritage Foundation. In 2903 we have the Art Gallery of Ontario, the McMichael Canadian Collection, the Royal Botanical Gardens, CJRT-FM, and grants to the Ontario Arts Council. In 2905 there is the grant to the Ontario Educational Communications Authority. I'm just wondering if the committee would find it a little more convenient if we had an agency time set aside and did all the agencies, regardless of where they were in the votes. I could orchestrate getting representation from all these agencies here at the same time, rather than having a lot of agency people sitting around wondering when they were going to be called. It's only for purposes of facilitating organization that I suggest it. Is that a problem? We could set aside time next month.

**Mr. Grande:** Mr. Chairman, I don't think there will be any problem with that, provided that it would leave enough time for these agencies. A tremendous amount of work goes on there.

**Hon. Mr. Welch:** That's quite true.

**Mr. Grande:** Given the way estimates have been going on in previous years, I am concerned we leave a certain amount of time for the Wintario vote, as opposed to coming at the end of the time and having 10 or 15 minutes left for that particular vote, for which a tremendous amount of funds is set aside.

**Hon. Mr. Welch:** I'm delighted that you would afford that much time. I think you're in complete control as to how much time is available. Could you suggest when you might want the agencies? We're sitting next week, I guess Monday, Tuesday and Wednesday in the afternoon—do you want to suggest an afternoon?

**Mr. Grande:** That would be fine with me.

**Mr. Wildman:** That would be the entire votes set aside for the agencies?



**Hon. Mr. Welch:** We have the agencies showing up on three different votes. I've already been through them. Monday afternoon? No matter where we are in the estimates we could have all the agency people here next Monday afternoon and deal with them.

**Mr. Grande:** I think Monday afternoon would be fine.

**Mr. Chairman:** Satisfactory.

**Hon. Mr. Welch:** We'll have all the agencies here Monday afternoon of next week.

**Mr. Kerrio:** Mr. Chairman, at the outset, I'd like to say that the minister could be commended for his efforts to introduce innovative programs this year. For instance, the minister has demonstrated more initiative in the area of aiding the physically handicapped than all of his cabinet colleagues together. I heartily endorse Wintario grants being made available for 100 per cent funding of building renovations beyond the National Building Code requirements, which allow cultural and recreational centres to be fully accessible to the physically handicapped.

It's just a shame that the budget for new projects under the Community Recreation Centres Act cannot proceed until 1979 because the ministry has depleted its budget until then. Another commendable idea is the Wintario Half-Back rebate pilot program, whereby half the cost of Wintario tickets can be put towards the purchase of Canadian publications. But, Mr. Minister, I wonder if you had to include this 8 x 10 glossy, twice life size, I might say, in the kit that's gone all over the province.

**Hon. Mr. Welch:** Not a bad likeness. You should see the guy I paid to pose for that.

**Mr. Kerrio:** I won't go into greater detail about the program because the minister is fully able to do so himself, and no doubt will when given the opportunity. I would like, however, to stress the need for this ministry to turn its attention to the larger responsibilities of running a ministry in a way that best serves the public in culture and recreation. We all know there is a great wealth in the ministry. It's often said one branch, the Wintario branch, has only the problem that it seems it cannot grant fast enough. When considering the total amount to be voted, with two sets of supplementary expenditures this year, we see there is a \$29 million increase over last year's actual budget for Wintario.

But I would like to talk on the budget and the estimates for just a moment, Wintario moneys aside. I hope, Mr. Minister, you might concur with this exempting Wintario from the

votes just for discussion purposes. It really becomes difficult in these estimates to refer to the budget with the sums for Wintario in. So Wintario moneys aside, I would like to make the remark that from 1975-76 to the current estimates, we are looking at a substantial increase in this ministry.

If I could go back to estimates of May 1976, I would like to read into the record a remark I made at that time. I hope the minister will accept it in the way it is made. In my opening remarks in May 1976 I said:

"Rather than accepting an increase for this ministry I would suggest, of all the ministries that so far have had estimates before this Legislature, if we are going to practise restraints in our economy, this ministry above all others should be able to carry on without any budget increase whatsoever. While those ministries in the community and social services field have very limited funding increases, I should think, if there were priorities by this government, this particular ministry could function without an increase. Instead, this ministry has the unusual problem of what to do with excess Wintario funds."

Generally speaking, that is my feeling with regard to this ministry. As you well know, in Health, Education, and Community and Social Services there is quite a limit to increases. Setting Wintario aside, I find that in just two years, from the inception of this ministry in 1975 to the estimates we are concerned with here today, there is a 24 per cent increase in the budget of this ministry.

At the same time, the Provincial Auditor of 1975-76 reprimanded the minister for what he felt were excessively high and uncontrolled accommodation and meal costs. As many as 40 meetings were held in Toronto and area, with a tab of something like \$18,000. Some billings don't include the purpose of or those attending the meeting.

While we expect the minister has heeded the advice of the auditor to develop and enforce administrative guidelines this year, we cannot ignore such indulgent expenses in consideration of the estimates before us.

Two other concerns: there is no well-perceived overall ministerial policy; the ministry seems directionless in its promotion of culture and recreation in the province. In considering the estimates before us, would the minister define priorities in spending or policy development for the next year? In grasping underlying philosophy, we look at the ministry publication called "Exploration in Culture-scope," renamed from the original document entitled "Towards an Ontario Culturescope: A Probe into Cultural Development in the Province of Ontario," by Paul Schafer,

The latter brief contains abstract meanings about animation and administration of cultural matrices, and revealed and latent cultural needs. To be fair, the published copy is a little more specific, but not much. It underlines the need for a responsive rather than assertive role to be played by government in cultural and recreational development. This is very well, if we had a "bare-bones" policy structure, well known to us on the other side of the House.

In addition there seems to be a lack of public information in the very ministry that administers 53 community information centres across the province, as well as the citizens' inquiry branch.

On a political level the minister is very reluctant to discuss or reveal reasons for his decisions, more so than most of his cabinet colleagues. Detailed grants criteria are what I am specifically relating to. Detailed grants criteria are not at all public, even though applicants could better understand grant eligibility potentials if they were given more than a pamphlet outline.

The Multiple Sclerosis Society had to submit its application to the province twice, because not all grants information was at first known for proper application. The grant consideration was delayed for months without word from the ministry. Grant criteria are seemingly so flexible in Wintario that private clubs, some profit-making, still make grant applications. I wonder if they're going to continue to be successful.

[4:00]

Beyond lottery information, there is some problem in regard to discussion about responsibility, such as Ogoki Lodge. We hope that information will be forthcoming, and we'll refer to it more specifically in vote 2904. All this results in the ministry's loss of credibility and the public's loss of confidence.

In the last year, journalists and our own sources have made us aware of problems in the Indian community secretariat, straight-line budgets for major cultural institutions, emergency funding for community arenas, questionable practices of the Ontario Educational Communications Authority and so on. In these specific areas, and I would pose these in the way of questions: In the Indian community secretariat is it a fact that the main office director resigned in 1977 and still hasn't been replaced? Is the Kenora office now staffed by a part-time secretary, since the ministry officer quit some time ago? Are consultants at present studying the ministry with regard to that aspect of the Indian community secretariat? They returned, it appears, a surplus budget of some \$400,000.

I'm wondering about the Ogoki Wilderness Lodge, a project that has been non-operational since September 1976, but is still receiving grants from the Indian community secretariat. I think this year it has been to the tune of something like \$80,000.

Major cultural institutions in Toronto, including the Royal Ontario Museum, were suddenly faced this year with a proposed budget that would force reduction of their services to the public and not allow for any new growth. Mr. Minister, I certainly don't want to contradict myself and suggest you could hold the line with a budget and improve in certain specific areas. I will relate to that later.

Even though the criteria for using Wintario funds were set many moons ago on the floor of the Legislature, and they're sacred and we can't digress from the initial purpose, I would suggest to you that in this industry some aspects could be funded by this money. The lack of long-range financial planning indicated sudden and damaging policy realignments on some major and well-received public programs within that area.

I find a lack of co-operation between the ministries when a situation was ignored until a crisis such as emergency funding for arenas developed. At that time some of them were condemned and it was a problem that I'm not sure was resolved to the satisfaction of all concerned.

OECA has been repeatedly criticized for not providing adequate French-language educational television. There is some concern that OECA executives were on many trips abroad, and that they were availing themselves of this kind of involvement. There was question as to whether the types of moneys that were spent along these ways could be justified.

The planning overview document called, "The Political Climate, 1976-1980," in OECA, really needs to be looked into. The plan, in its political alignments for a four-year term, is quite difficult to comprehend. I wonder how OECA executives find time to prepare this type of commitment.

The ministry is continually announcing new programs and involvement. I wonder if, in the areas of provincial fitness policy and the new fitness program, those very interested people have been assured that such an undertaking is, in fact, in the works.

Heritage conservation has been encouraged in communities by this ministry this year. Yet only two districts received heritage conservation designations. The Bronte sports complex I think I will bring up at a later date in one of the more specific votes,



but in talking about heritage conservation, Mr. Minister, I think you have been in receipt of a letter from those people in the Port McNicoll area. To quote a letter that John Gorman and the society for citizens' advocacy in Midland, Ontario, wrote to the CPR—I think you may have a copy of this.

Hon. Mr. Welch: That's the bridge.

Mr. Kerrio: Yes: "I am a Canadian. I love my country, I love its heritage. You are about to destroy part of our Canadian heritage with the demolition of the CPR trestle bridge in Port McNicoll, Ontario. Nowhere in this nation is there a more appropriate site for a national shrine to commemorate what the railways have meant to Canada. Please, it is within your power: cease the demolition now before it is too late."

We are all aware of the fact that the CPR in fact probably has complete control over that structure, but we were wondering in the heritage conservation program if it wouldn't be worth our while, if such legislation is not in being, to address ourselves to having such legislation that could set up a moratorium into such a quick involvement of the railway after seven years of not using one of the longest trestle bridges in all of North America, to see if we couldn't just pause and reflect on whether it should be recognized as part of our heritage.

In travelling with the task force on industry and tourism we find that many areas are very concerned about preserving something that might have a point of interest. These people are suggesting that they would have private funds, given the time, to make such attraction of this type of heritage conservation by the government.

I would like to hear a little later on what your comments are about that, whether there can be anything done, and whether we could consider legislation that would at least allow the kind of consideration that should take place before such things are demolished.

It would appear that the climate is such that we should be considering more co-ordination and policy direction in French and the multicultural programs. I think you yourself have been somewhat involved when it was revealed earlier this year that you were answering French correspondence in English, while your ministry has the responsibility and ministerial jurisdiction of the government's translation services bureau.

In light of your replying to French letters in English, it seems strange to hear a comment you made at Trent University this year that "a personal interest of mine over the past year has been the improvement of our

ministry's services to French-speaking residents of Ontario."

We have set aside time to get really involved in the Wintario and provincial programs so I will just touch on some of the things that concern me and I will relate maybe more specifically to them at the time of the vote.

It seems that a resolution was tabled on April 25 for a reassessment of provincial lotteries, signed by many editors, municipalities and concerned citizens. I have some concern, and I am sure you share part of this with me because I posed the question on the floor of the Legislature, about the competition that many worthwhile charities are getting from lotteries. I would ask on your part and the ministry's part that we address ourselves with some urgency and I would name two specifically—multiple sclerosis and muscular dystrophy—areas where I am more or less convinced that we have in fact encroached where they were fund raising.

I hope we would get more involved in consistent grants criteria. I think the Auditor has to have a good look into the auditing of grants and the fact that we do not carry on the kind of audit that very possibly should be done within this ministry.

Just to wind up, because we can get into the specifics as we go from vote to vote, I would like to reiterate that I am most concerned about the kind of increase we have had in this ministry in light of the economic climate as it exists today. I concur with you wholeheartedly that at the time, all members of the Legislature supported the program at its inception as to the disbursement of the money, as to maybe the kind of moneys that would go into this ministry. I would be the last to criticize what transpired at that time.

In those few years I think the thing has changed so drastically, as have the subsequent events as they transpired and the economic problems that exist today, that I would ask you to have a reassessment in this particular area of restraint. Check my figures to see if they are right, because it is very difficult to deal with Wintario when it is included here when it is only a transfer, in the sense that the moneys are deposited and we show them as being spent from this ministry. If we look at the expenditures of the ministry, the Wintario money really has nothing to do with it in that sense. It is only a transfer of dollars.

I am looking at the balance. I exclude Wintario, because I want to look at what it costs to run the ministry. I have reached



the conclusion that since 1975 there has been a substantial increase of 24 per cent, according to my figures.

On that note, I think I will leave my opening remarks and comments, then get more specifically involved as we go from vote to vote.

**Mr. Grande:** Mr. Chairman, let me say at the outset that because I became the critic of Culture and Recreation in the last three full months, I am going to be seeking from the minister and the ministry a tremendous amount of information which at this particular time I do not have. Therefore, I am going to be refraining from going through all the votes in my opening statement. I am going to limit myself to the particular areas that I have information on and that I am knowledgeable in. It seems to me there is no point in my making statements and criticizing the ministry if I do not have the background so that my criticism can be construed as constructive criticism as opposed to just making verbal overtures.

I want at the outset to say that in the last three months I have indeed received the co-operation of the minister and the ministry people that I think should be afforded to a member of the opposition. Every time I did want to see one of your officials, I received as best as was possible within the time constraints; cordial invitations, and I took them up on that.

Let me get into some of these areas. My particular feeling is, in taking a look at it over the last three months, that if there is anything that this ministry suffers from it is the lack of policies and policy directions. In 1975, in reading the estimates for that year, and in 1976, what I did perceive throughout those pages was, "We are a new ministry, we are moving in some directions, and as time goes on we are going to be taking policy stances, and we're going to have policies in the different areas."

[4:15]

In those particular areas that I'm interested in, I don't think there are very many policies and policy positions. In the last three months, I've heard so much of "anything that deals with Wintario" that I've come to the conclusion that this ministry is nothing else but Wintario, for heaven's sake. I happen to believe and am of the persuasion that this ministry should be much more than Wintario.

Wintario is an aside to the whole thing. The cultural policies of this province have to become fundamental to the life of this province. Needless to say, the programs you announce, the visibility that you yourselves

give to Wintario, as far as I'm concerned, are astronomical in nature. As an opposition member I come before you and I say, "That's where the action is." I guess that's what we have to talk about.

I would like to talk about culture. I would like to talk about recreation, not in its narrow sense, but in the broadest sense possible. I happen to think, as I said earlier, that the basic fundamental policies in culture and recreation have to pervade the whole of the province of Ontario.

Sometimes I think, as I said before, all this ministry does is administer Wintario funds, using its total time in terms of making sure a tremendous amount of Wintario tickets are sold every two weeks, making sure that all the money, the profits, that are accumulated for Wintario, are distributed.

There is another observation I want to make, Mr. Minister, and I hope you will accept it in the spirit in which it is given. The point I made earlier was that I think a Ministry of Culture and Recreation is fundamental to the life of this province. I really think we need a full-time minister in this ministry. At this particular time I really don't get the feeling we have a full-time minister. You have many other duties and responsibilities: acting Premier, House leader, and God knows how many others. I don't see that you have the time—just the time—to be dealing with those kinds of policies and those kinds of directions that the ministry will require.

To get on to Wintario again in a very brief manner—I will deal with it as fast as I can—I'm becoming really concerned about the direction that Wintario is taking. I think you're very sensitive in terms of the newspaper articles and what the electronic media say about how the Wintario funds are used. You pride yourself on having six Wintario principles and you pride yourself on the fact that if the particular project does not fit within those particular principles then, "Sorry, we cannot fund it." I would say, "Fine. You've made those particular decisions and you're carrying out those decisions in terms of the Wintario principles."

I suspect though that in the last year or so, because you find yourself having perhaps an inordinate amount of funds that you cannot distribute throughout this province, you're finding ways and means to get rid of that money, to get rid of that embarrassment. One of the ways is to give grants to private clubs, not only to private clubs, but private non-profit-making clubs. I think that that is a direction that you should sway away from, because if any of the criticism will be coming to you in terms of where the funds are

going, it is going to be coming to you in that direction.

What I'm saying to you is not only to be careful in going in that direction, I'm saying to you just to drop it. Don't go in that direction, because there is a tremendous number of other cultural and recreational facilities with public access that you could very easily give grants to and so increase the cultural and recreational life of this province.

When that newspaper article appeared in the Sunday Star a little while ago, you didn't know how to react to it initially. What you did was make sure that you prepared an elaborate memorandum for the members in terms of making sure that they understand and the public understands where you're going and what you're doing. That memorandum, to me, leaves out a tremendous number of other kinds of questions because you're saying in terms of public accessibility that if a club is private then what we do is demand that for a certain amount of time that club goes public.

If a club is profit-making—a private organization that is profit-making—what we do is demand that the club or organization will change its status. In certain of these cases, you don't know whether that takes place. You have no idea in a year from now whether the private club will go back to having its exclusive membership and give to their particular members that privilege. You have no way of following it up.

You say that councils and people—the public—will send you letters and you react to those letters; you react to newspaper reports. I would say to you that that is not enough. I would say you should stay clear of that direction and begin to deal with the Wintario principles and begin to take a look at some of those principles and reassess those principles. Particularly, I would think you should reassess the principle of the one-shot grant—the one-shot deal.

It seems to me that in the past you have been criticized, particularly by the municipalities, which say to you, "You give a capital grant of \$400,000 or \$500,000 to a particular cultural enterprise to build a particular cultural centre or to build any other kind of facility for recreational purposes, then what you do is leave them hanging, because you're not going to give any more grants for operating expenses in the years after that."

What the municipalities are saying to you is, "We have to be picking up the tab. You are distorting our priorities out in our municipalities." So they come up to you with recommendations at the last Provincial Municipal Liaison Committee meeting in which they say

that as of March 31, 1977, the ministry should give all its profit for capital projects over to the municipalities.

At that particular time you say: "No, there is no way, because the principles of Wintario are—. Definitely I'm stubborn about that. I'm not going to give you that." And I say to you, you're right. You should know it. But don't leave those particular cultural institutions once they're built, hanging. Think in terms of providing operating expenses and operating funding.

As for the private clubs, as soon as criticism comes to you from the media or from people within the community or municipalities, you react by saying, "We haven't given them a cent yet. The application is being reviewed to see whether they can fulfil and meet our criteria."

I will say to you that that is definitely not good enough. I will say to you that once you issue a press release committing the funds, as far as the public is concerned, you have given the money. The public has no way of knowing whether those funds have been given to that club, or as in your particular case, have only been committed.

In the spirit of trying to be useful, can you not produce at the end of every month, not just the press release where you commit the fund, but also another press release so that we know which clubs and private organizations or other organizations have definitely received the money? This way you get away from that kind of criticism and you say, "Well, I have not given them the money yet. The money is not issued to them."

In 1975, during the estimates of this ministry, my colleagues were criticizing this ministry for the distributorships of Wintario. The people who were distributing tickets were in the private sector while the non-profit organizations were not allowed to be distributors. I think you really should take a look at that now. Assess it because, after all, the argument that was made at that particular time was, "The ministry wants to give these funds to culture and recreation." What better way is there to ensure that the profits of the distribution and the selling of these tickets will remain within the public, or the non-profit, organizations?

Let me move away from Wintario. I'm glad we have decided to devote three hours to the matter because there are quite a lot of grants that I personally feel are suspicious, to say the least—grants to groups, for example, such as the Stoney Lake Yacht Club. Talking about public accessibility, this place is totally on an island. How can the public have access to that facility? How does the



public have access to that facility unless they have high-powered motor boats or some other way to get to that island? It's certainly stretching the principle of Wintario, or the principles of Wintario.

I want to get into multicultural support and the citizenship area. I think you have done your best to avoid that particular area, not in terms that they do not get Wintario money but in terms of the basic work that that particular division ought to be doing.

You know as well as I do that since 1972 the official policy of this government has been that we have a bilingual and a multicultural province, so there is really no official culture, *per se*. You should be encouraging, therefore, the multicultural of the province of Ontario. I really don't think you're doing that. I really don't think you are apportioning the kinds of funds that are required to do that kind of job.

Yesterday Mr. Pitman came down with the report concerning the racial tensions that exist in Metropolitan Toronto. You know that within the last two or three or four months the Minister of Education has come along with the heritage language program. It took him two years to hatch it out.

[4:30]

I would think that if you are going to be encouraging multicultural which is the official position of the province of Ontario, those kinds of programs should be under the purview of the Minister of Culture and Recreation. Instead, you are totally out of that. You are leaving it in the hands of the Minister of Education (Mr. Wells) to perform that function. You are leaving it in the hands of the Attorney General (Mr. McMurtry) and in the hands again, of the Minister of Education to perform that function.

I am saying to you, you should get into it. You should really be doing some serious work in that direction. You should be providing some funding so that we may attempt to deal with the racial tensions and different cultures that we have in this province of Ontario. You are staying out of it for unknown reasons. I would like to hear what your reasons are.

**Mr. Sargent:** There are no votes in it, that is why. If there are any votes in it they will be in there with both feet.

**Mr. Grande:** Since I mentioned the heritage language program you know that the Minister of Education has given a grant to the school boards for that program and the grant is on a continuing education grant, which means that in the city of Metropolitan Toronto you have about 25 per cent of the money that goes to

these boards. I am suggesting to you that it is your clear responsibility to get involved in that—with funds. I say this because tensions are developing in terms of the larger communities saying, "Why should we be supporting these heritage language programs through the property tax?" I think it is a clear responsibility, your responsibility, to do some work in that area and perhaps give some of the funds which are at your disposal towards that area.

Again, as I was talking to your ministry officials yesterday, I thought that I received a good audience. I thought that they were really thinking seriously of moving in that direction. I sure hope you will because, as I say, if you are going to be supporting the policy of this government in terms of the multicultural of this particular province, then you ought to get involved in that. You should.

You know that the Minister of Education—and the Premier (Mr. Davis) for that matter, and I guess everybody else—often makes noises about racial tensions and says this government will not tolerate racism whatsoever. Yet in my experience during the last two years, not one red cent has gone towards the direction of doing something constructive in terms of solving that particular problem. Perhaps there are some liaison people working with different institutions but I say to you that that is not good enough. The bucks have to flow in that direction because once the bucks do begin to flow you have the institution of programs to deal effectively with those concerns.

I have another concern in that particular area and that is the Wintario grant that was given to the Historical Multicultural Society. Not to say that I am in disagreement with that; I think it is needed. But it will be 10 to 15 years hence before we can make use of the particular information that they have gathered, or some historian will make use of it.

I would like to put it to you that the particular cultures you're referring to, and you're giving \$3 million over five years to that society, are alive and well right now, thank you. I would like to see you encouraging those to remain alive. I'm not interested in seeing them in some kind of archives or in some kind of a historical book somewhere. I'm interested in making sure they're alive and remain alive and vibrant to enrich the life of this province.

Regarding arts support, one of the things that has concerned me is the Half-Back program which the Liberal critic mentioned. Unfortunately, I see Wintario money again going to a profit-making enterprise. That is



not to say the book publishing industry does not need the help. God knows it does need help. What you're doing is saying that you won't be dealing with the fundamental problems of the industry but will give this cosmetic-type of program so that you can deal with it so that the pressure will be off you to really do the kinds of things you should be doing, the kind of policy you should have in terms of encouraging indigenous Canadian authors, the development of Canadian-authored books and the publishing of them.

I hope through the course of these estimates you are going to make some statements about the fundamental problems of the industry. In February 1977, when you went to talk to the Canadian Book Publishers Association, I believe it was, you said to them, "Pretty soon, very soon, you are going to be pleased with the announcements we're going to make." They thought that was fantastic and tremendous and the minister was finally going to address himself to the basic concerns of the industry. I hope the Half-Back program is not that. I hope it is one of those things you are setting forth to make Wintario the most visible aspect of this ministry.

As an aside, I have a comment regarding that. It's something I have to say as an individual member of the Legislature. The Ministry of Culture and Recreation made a statement about this particular program indicating a direction which is going to have repercussions in almost every field of the culture aspect of the province of Ontario because you're thinking of going into film, into theatre—you name it—and you can go into them with the Half-Back program. I thought the ministry would at least send the critics information about it. I don't know whether the Liberal critic received that package or that information or received prior notification of where you were going to make the announcement. I certainly didn't though I inquired. I thought the minister wants to make it public. It's his day, so let him have his day but, at the same time, I would like to feel I could have the information so that if someone called me I could say this is the direction the ministry is going for these particular purposes and whether I happened to disagree or agree, depending on my criticism or my thinking. I did not receive that kind of information. In future I hope when you do make an announcement of that nature you will tell the critics that this is prior information we will have so that we are ready.

From the book publishing industry I would like to go to the film industry. There again, back in 1975, when the member for Corn-

wall was asking you about the film industry you said you were very optimistic that we were going to have a policy very soon. You said, "We would like to talk to the different people involved in the film industry and we're going to come up with a direction for the policy." Then in 1976, you said, "I was too enthusiastic. What I'm going to be doing now is retrieve my steps. We'll wait and see what is going to happen." At the same time that you were doing that, the film industry was having its problems. The film industry, almost in total, is concerned about two basic things—quotas and levies. I don't think that you have addressed yourself to that concern and to that problem.

I see that the province of Quebec has certainly taken very definite steps in terms of that. They have produced a white paper. I suppose discussions in the province of Quebec are going to take place in terms of what kind of policy they should have, in terms of the indigenous films that that province produces. I happen to think they are too restrictive. That's because basically I'm opposed to the separation movement. But nonetheless, as a government, they're moving in that particular direction to make sure that that cultural aspect of life in Quebec is encouraged, and the people clearly know where the government stands in that direction.

I would like to suggest to you that I would hope that during the course of these estimates you're going to make all kinds of statements regarding all these things. Perhaps we'll have to wait another year, or two years, or three years, or maybe forever. I really don't see the blocks. The film industry says, "We want to be self-sustaining. We want to be a viable industry in this province. We don't want the handout. We would like some clear policies in terms of encouraging the film industry and the producing of indigenous Ontario films or Canadian films in Canada."

The book publishing industry is exactly the same way. I noticed with great interest Mr. Roberts' going down to the United States about two or three weeks ago—

Mr. Samis: Johnny R.

Mr. Grande: —saying to the Americans that the market for books in this province is totally wrapped up with American content, with American-author books. I believe the statistics indicate it's 95 or 96 per cent in Canadian-author books—the Canadian book industry enjoys only four per cent of the market in Canada. It's an incredible situation. I think you've got to deal with that and you've got to deal with it very fast.

What are you going to do about the guaranteed loan program that has been frozen since 1975? They're waiting. They're expecting it. As a matter of fact, they've been expecting it for the last three or four months. Because the election intervened between the time of your statement and now, within the next month or so, hopefully, they're going to be receiving some kind of a statement.

In terms of the agencies for art support, in terms of the Ontario Arts Council, my feeling is that they're working and they're working well. I have not as yet heard from administrators in the arts, visual or otherwise, any complaints about the Ontario Arts Council. They say their applications are processed with speed, et cetera.

Do you know where I hear complaints about the Ontario Arts Council? At the level of the artist. At the level of the actor. At the level of the painter. At that particular level, they say it's virtually impossible for a young artist to break in because they have certain kinds of requirements. We can talk with the director of the Ontario Arts Council when he comes before us.

In my opening remarks I said I wasn't going to touch everything, I was going to touch on only those things that I knew about, and actually, frankly speaking, that I felt comfortable about. With that, Mr. Minister, I hope you will really be coming out with some kind of encouraging remarks and statements for the end of these estimates.

[4:45]

One of the things I will not be able to let go is Wintario. In 1975, the member for Cornwall said, "I hope Wintario is not going to be used for political partisan purposes." I've discovered that indeed it could be construed that it is used for political partisan purposes. A particular case in point is a Timmins grant. You were up there. You were invited to one of the \$25-a-plate dinners by one of the clubs, I think it was a cultural centre, La Ronde. On June 3 a nice picture of yourself and the mayor of Timmins and the president of the club appeared in the Timmins newspaper where it said La Ronde had been guaranteed \$162,112 from the ministry in the form of a Wintario grant. Great stuff. Really great stuff.

Mr. Samis: Six days before the election, right near the end.

Mr. Grande: In the midst of the election campaign when the people have gone to the polls ahead of the polling day, you march into Timmins and you make this fantastic statement.

Mr. Samis: Buying votes.

Mr. Grande: In terms of the multicultural grants, great stuff.

When I found out that on May 2, 1977, letters went out under the minister's signature which announced something like 15 or 16 grants in Metro Toronto, I didn't want to think that Wintario was being used for political purposes. But, boy oh boy. I think sometimes one must wonder.

Mr. Samis: Ask Barb Rollins about that.

Mr. Grande: Refrain from these kinds of things. Perhaps it's impossible for you to do so. The temptation is too great, particularly in ridings, I might add, where you feel there's a possibility of winning the seat.

Mr. Samis: You mean to hold the seat.

Mr. Grande: That's where you're at. That's where you were at in Timmins on June 3, 1977.

Mr. Samis: They bought that riding.

Mr. Grande: I've got a mass of information here. I suppose that by the vote, we will get into it. I hope that we're going to ask intelligent questions. If some questions are not so intelligent—

Mr. McClellan: Maybe yes, maybe no.

Mr. Grande: You're right—if some questions are not intelligent, at least they would be information-seeking.

Mr. Samis: Don't forget the answers.

Mr. Grande: Yes, the answers, of course, we need, and we're going to require them.

In conclusion and in summary, treat this Ministry of Culture and Recreation as a very important ministry, because the whole of the cultural aspect in this province of Ontario, the whole multicultural scene in the province of Ontario, rests upon you, upon this ministry, to encourage it, to foster it and to say that this is the direction that this government is going. I do not want to see that the only time you get involved in this is when you're dragged feet first in order to get involved because of the pressures that come from the community. If pressure is what makes you tick, I guess we'll have to get the pressure to make you tick.

In the past, I guess since November 15, 1976, Canadian unity has taken an almost insurmountable amount of time. I suggest to you that besides the fact that it's unemployment which is the real major problem in this society, Canadian unity is going to be encouraged by the artists we have in this society, by encouraging the artists, by the artists creating the things we can all identify with and hold on to.



I certainly hope you're going to be moving with speed in this particular direction and the directions of policies, basic policies in this ministry, or perhaps we are not going to do it until you leave this ministry. I understand that maybe you are on your way out to greater things. Thank you, very much.

Mr. Kerrio: Oh, Bob is not going.

Mr. Grande: I have some insights. I don't know whether I know more than you do.

Mr. Chairman: Mr. Minister, if you would care to reply to some of these remarks.

Mr. Grande: I hope he does.

Hon. Mr. Welch: Well, I am encouraged. I am on my way out to greater things.

An hon. member: I will still vote for you.

Mr. Samis: The Senate?

Hon. Mr. Welch: Mr. Chairman, at the outset in my response to my friends from Niagara Falls and Oakwood, I must say I overlooked, and I apologize for overlooking this, mentioning how pleased I am to be joined in this estimates review by my parliamentary assistant, Mr. Gregory, who assists greatly in the day-to-day work of the ministry.

Mr. Samis: Where is Nick?

Mr. Grande: That is another one.

Hon. Mr. Welch: Also I would like to indicate how pleased I am that my deputy is at my side, and through him members of the staff of the Ministry of Culture and Recreation. We will have the opportunity to go through a point-by-point review of some of the remarks that have been made by the members for Niagara Falls and Oakwood as we get to the particular votes, but may I be permitted, Mr. Chairman, to make a few observations and, indeed, to speak on some of the points that were raised.

The briefing books that have been distributed set out something I would like to see go into the record with respect to the Ministry of Culture and Recreation, established as it was in April 1975. When one takes a look at the summary of the legislation that established this ministry, I think we get something of the overview, of the mandate, which the Legislature set out or laid down for the new ministry.

"The ministry is," we read, "entrusted with three tasks: The first is the preservation and the maintenance of the cultural heritage of Ontario residents with full recognition of their diverse traditions and backgrounds. The second is to promote access to the benefits of citizenship and to promote active involvement

in the cultural and recreational life of the province. The third is to stimulate the development of new forms of cultural expression and promote the concept of individual and community excellence."

In carrying out this mandate, you see that we attach a very high priority to the whole concept of accessibility, the role of the field staff and indeed the recognition of community initiative, and, in addition of course, the great emphasis on decentralization.

It may be a very legitimate criticism of the present minister and the ministry that we have not been more aggressive in sharing some of our concerns, of being more visible with respect to many of the things with which we are involved. Perhaps we have been somewhat reticent, but I would like to remind you that I think it is somewhat consistent, certainly as far as the minister is concerned and those who advise me, with what you might well want to consider very seriously as being the role of the state or the role of the government in this area of responsibility.

What is the role of government in culture? What is the role of the government in recreation? I suggest to you quite simply that no government delivers culture. No government delivers recreation.

To emphasize the fact that we seem to be without direction and, indeed, bereft of certain appreciation with respect to what our role is—

Mr. Sargent: You can deliver the cheques at the right time, that is an improvement.

Hon. Mr. Welch: —I think is perhaps unreasonable—if I might use that word. I always felt that the role of government—and I don't want to overdo anything in the way of a lecture—the role of government in this field was to be supportive, not necessarily directive. Indeed, there is nothing wrong with a responsive dimension to government policy and support in this particular area.

I would have hoped the member for Niagara Falls would have shared my pleasure at the increases government was allocating from tax revenues in this area. I happen to be very pleased with the record in so far as tax-base resources in this field are concerned. I might even be excused—perhaps I shouldn't be excused—for not making more out of the fact that from 1975-76 to the present time we have in fact been able to secure from government fairly significant increases in so far as Culture and Recreation is concerned and I think it's important.

It's an important recognition when, out of one side of the ledger, one raises concerns as to whether or not we are taking this responsi-



bility seriously and what are our priorities, when in fact one can document at least through dollars and cents, to the extent that that represents some indication of priority, that the government recognizes as a very serious responsibility, allocation of public funds to the field of Culture and Recreation in the ways in which we in fact have seen these programs develop.

Although we attempt to make the comparisons exclusive of Wintario, I think I can understand why it has been difficult in hearing these presentations to sometimes keep that distinction clear. But in the framework of our mandate, within the general guidelines of the tasks to which I have made reference, we will, as we go through the consideration of our estimates, be talking about the initiatives in the field of fitness. We will be talking about some real progress on the whole field of multicultural policy.

We will be sharing with you some very interesting reports as to what we have been doing in the whole field of art support related to the visual arts, particularly this year, in a new program of support for art galleries. We will share with you some progress that we have made in the field of heritage with the new policy dealing with certain architectural preservation. We are reviewing the whole question of museum support.

We will share with you progress that has been made with respect to the whole professional development of recreationists. We will share with some pride, what's been going on in the field of decentralization as it has manifested itself in the outreach program of the ministry.

The list could go on. I think by the time we finish these estimates, you may well come together on one basic criticism that maybe we haven't been beating the drum loud enough. Maybe we haven't been telling all these things as widely as we should. Indeed if that's the case, we will perhaps be encouraged to do something about that, because we have the facilities as far as information is concerned.

**Mr. Sargent:** You sure have.

**Hon. Mr. Welch:** When one goes through the various votes, it's obvious there is some misunderstanding with respect to Wintario. I am delighted that the committee has seen fit to set aside a fair amount of time to go into the Wintario program. Interestingly enough, I see Wintario as nothing more and indeed nothing less than another resource in the ministry. I don't see Wintario necessarily as an end in itself in so far as the grants program is concerned.

What we have been trying to do, and indeed, perhaps through the exchange, in so far as these estimates are concerned, is that, because the Legislature in its wisdom established a lottery corporation and because all political parties unanimously agreed at the time of the establishment of that particular corporation that the net proceeds, which would be realized by activities run by that corporation, would be made available to sports and culture and recreation and fitness and facilities thereto, additional revenue was then made available to promote the general objectives in the whole cost of sports and culture and recreation and fitness.

**Mr. Sargent:** And not the Conservative Party?

**[5:00]**

**Hon. Mr. Welch:** We have been very anxious. Perhaps it was necessary to be very deliberate at this stage in our entrance into the whole lottery field. We'll get back to this when we get into lotteries. It was very important, as far as I was concerned, that we draw very clear lines as far as revenue sources are concerned. I feel very strongly, and I am sure that feeling is shared by many of you, that sports, culture, recreation and fitness, and facilities therefor, deserve their fair share from the tax revenues of this province for ongoing, continuing, predictable support.

If I could just carry on with that point, we felt we would look upon revenues from the lottery as being over and above what should be the legitimate share of the provincial budget that would come to us from tax revenue. This has obviously influenced the principles. I will get back to that, either now or when we get to the Wintario vote, to show you how that has influenced the whole Ontario program. As we do this, we see the financial resources available to us from Wintario just for what they are—additional resources to promote the aims and the objectives and to help with respect to the performance of the tasks of the ministry.

Fortunately, we then have these additional resources to help to do the job. I think it is unfortunate that the concept of Wintario as such—I am talking now about the grants program—would seem to have the effect to which the member for Oakwood particularly mentions, as far as the ministry is concerned. When you look in terms of the Wintario resource added to the tax resource, together these resources help with respect to the entire program of the ministry, which is in place and indeed is consistent with the purposes of these various divisions as set out in the briefing book.

In so far as a number of our programs are concerned, which we will get to in the proper votes, we have the whole question of film policy and book publishing where we have new directives to be taken in a number of areas. Perhaps it would be wise to talk about them in some detail at that particular time.

I think it is very important we recognize that we are able to do a lot of things in this particular field because we have these additional resources from at least these two main sources. Let me digress to tell you there was a report out that dealt with efficiency in government—the Max Henderson report.

**Mr. Samis:** Max the axe.

**Hon. Mr. Welch:** Read Henderson's report. What does he say to do with the Wintario proceeds? He says the whole ministry should be financed from the lottery. He says the Minister of Culture and Recreation should prepare his budget at \$x. He should estimate how much is going to come from the lottery, subtract that from \$x and only ask the provincial Treasurer (Mr. McKeough) for the difference. Finance the whole thing from the lottery, he says.

**Mr. McClellan:** He said all kinds of stupid things.

**Hon. Mr. Welch:** That certainly was one of them.

**Mr. Sargent:** Why not let an all-party committee distribute the funds?

**Mr. Gregory:** Another stupid thing.

**Hon. Mr. Welch:** All I am getting at is there is some reason for it. If I can say, with the greatest respect, the mentality that has pervaded this whole area of sports and culture for so long is that it is an afterthought, that it is only the thing you do after everything else is looked after, that it has to depend on chocolate bars and tag days to survive, and is not to be taken seriously as a supportable government-type of program. I don't accept it.

**Mr. Grande:** I hope I haven't suggested that.

**Hon. Mr. Welch:** No, you haven't. That's why I was hoping that maybe before our 15 hours are up the member for Niagara Falls would stand up and say how delighted he is that we have been able to get this extra money for this.

**Mr. Kerrio:** We'll need more than 15 hours.

**Hon. Mr. Welch:** Because I tell you, even in times of economic slow-up the non-material things of life are still important. Surely

it is necessary to nurture, encourage and develop this type of community endeavour.

**Mr. McClellan:** That's not the issue.

**Hon. Mr. Welch:** I think it's very important. And I want to go to the other issue; the other issue is what about all these other—

**Mr. Sargent:** He takes the pulpit every Sunday morning. He gives a sermon.

**Mr. McClellan:** He's getting ready for another.

**Hon. Mr. Welch:** What about all of these other very worthwhile and legitimate causes that should have access to this resource? Let me tell you, Education, Community and Social Services, and Health have had a pretty good crack at the consolidated revenue fund of this province over the years. I invite you to take a look at what the activities represented in this vote have done from the consolidated revenue fund. All of these other government programs, as important as they are, aren't being reduced to zero. You won't find a year, including this one, when there hasn't been an increase.

The amount of the increase may be in question. But I invite you to look with respect to what this represents of the provincial budget. Is it one per cent of the provincial budget? Less than one per cent of the provincial budget? Are these things not important too? No one is going to get involved in the game of saying one particular type of program is more important than the other. The point is that sports, recreation, culture and fitness really haven't been swamped by public money over the years.

I take it this province devoted itself very properly to matters of education involving special education; in health to all kinds of research projects, including multiple sclerosis; and work for all these things. It is not as if those matters had been neglected. And indeed, when we think in terms of some of the health-related matters, that's what the Provincial is there for.

**Mr. Kerrio:** I hope I helped nudge it in that direction.

**Hon. Mr. Welch:** I have invited the member for Niagara Falls on many occasions to share the credit for that, and I say that quite sincerely. When that second lottery was established we moved into the health field. And we can talk about that at another time as well. Perhaps this isn't the time for a lot of generalities. I get kind of carried away on the issue and—

**Mr. McClellan:** We noticed.

**Hon. Mr. Welch:** —I don't want to overdo it. However, to get back to the thing, I do not accept—and I want to make one further comment about multiculturalism—the field of multicultural support is an area of responsibility within this ministry to which I attach a great deal of importance. The heritage language program to me was a very progressive step. I say with the greatest respect to the member for Oakwood that the reason the heritage program is in Education is that many people, most of the leadership in the multicultural community, if one could use that term, see a very important attachment to the Ministry of Education in that field.

In fact, many of these ethno-cultural groups have kept their heritage alive, and cultural retention to me is an absolutely essential program as far as this province is concerned. There is no question in my mind about this; the record is quite clear with respect to the support either through this ministry, through its predecessor, Community and Social Services, or through the former Ministry of the Provincial Secretary and Citizenship. It's there to be seen. But there is no question in my mind, if the member for Oakwood were to take some time and talk to many of the leaders of the ethno-cultural communities of this province—

**Mr. McClellan:** It would take some time.

**Hon. Mr. Welch:** —they attach a great deal of importance to the fact that that program is in Education and they see the importance of it being accepted in the educational programs of this province in a very real way.

**Mr. Grande:** I'm not suggesting it should not be.

**Hon. Mr. Welch:** I sense the member felt it was there by default because we should be doing something about it, and I don't accept that. It's where it should be. It should be seen as part of the program.

The delightful part of the program, as far as I am concerned, is that other people who may not necessarily be part of that particular language group are taking those courses, getting some appreciation of the language, and therefore unlocking something of the literature and culture of people with whom they are going to school. The great secret of multiculturalism is the sharing concept, that we are in fact developing a society in Ontario which emphasizes the sharing principle of culture.

Certainly, when we get to that vote we'll show you where resources are going. Our

management by results review has been completed in these two areas. We can share with you the criteria for the grant program. We can show you what we're attempting to use to measure whatever success there is in this particular area—the importance being, this government made it quite clear that although this province of ours, this country of ours, was bilingual as far as the official languages are concerned, it is multicultural. It's on that basis that we have developed our programs and, indeed, emphasized this whole question of sharing. Here, once again, I think it's important when we get to that particular vote that we have an opportunity to be somewhat more specific and I will be glad to do so at that time.

**Mr. Grande:** I think you misunderstood what I said.

**Hon. Mr. Welch:** If I have, that's fair enough. I hope you're agreeing with me that what we are doing is what we should be doing.

**Mr. Grande:** You just misunderstood it, that's all.

**Hon. Mr. Welch:** The point I really want to make is that I want to acknowledge that many points raised by both the member for Niagara Falls and the member for Oakwood can be more particularly dealt with in the way of rebuttal or further clarification when we get to those votes.

I do not accept that we are without policy. I do not accept that we, in fact, have only been reacting. I do restate, very emphatically, that this government, in bringing this ministry into being, and bringing together the various programs that had been conducted or had been carried out in other ministries, has by that very act emphasized the importance we attach to this and has put public money where its conviction is. Indeed, I think it's a fairly interesting record in a short period of time.

**Mr. Sargent:** Now, a word of prayer, please.

**Hon. Mr. Welch:** Eddie, I'd be very pleased to follow your lead.

**Mr. Sargent:** What a con man you are.

**Mr. McClellan:** I just wanted to ask one preliminary thing before we get to the Wintario discussion later on. I have various documents and things from the ministry but one of the things that I don't have is a statement of Wintario receipts for each of the years 1975 through 1977-78.

**Hon. Mr. Welch:** I think you'll find them at the back of the book.



Mr. McClellan: I'm wondering if the ministry could make it available.

Mr. Johnston: I think you'll find them on the very last page on the bottom line, which says "revenue."

Mr. McClellan: Oh, I'm sorry. Goodness gracious.

Hon. Mr. Welch: Does the member for Bellwoods have that information?

Mr. McClellan: Yes. I just wanted to make another point. In the list of accomplishments of the ministry, the minister omitted one of his operations, the Indian community secretariat. I suspect that was a conscious omission. I guess the minister is somewhat disappointed, at this point in time, with where we're at with respect to the Indian community secretariat and the province's stance with respect to native people and programs for native people. I intend, when we get to the vote, to go into that at some length. I, for one, am pretty well out of patience with, not just this ministry or this minister, but the government's whole stance with respect to development services to native people and I intend to spend a little bit of time on it this year.

Hon. Mr. Welch: I'll look forward to the exchange. I certainly wasn't suggesting in any way that the list of examples I was using with respect to recent developments was complete. There are many matters, and we'll have an opportunity to emphasize them, including the work of the Indian community secretariat, with which I also have had some experience in other years.

Mr. Kerrio: Mr. Chairman, will we deal with vote 2901 now? Will we deal with all the ministry administration programs and go through all the numbers on this vote?

Mr. Chairman: That's right.  
[5:15]

On vote 2901, ministry administration program; item 1, main office:

Mr. Kerrio: The minister's remarks were very interesting. The best time to talk about a diet is after a full stomach. After 10 years of what we've had so far, we could talk about the people who would rather have culture and recreation and maybe some of the fine arts, but I must suggest to you I'm not so inclined. In order to keep things in perspective, I'm going to suggest I'm not going to detour too far from my feeling that, if the Treasurer is going to win the battle, then we have to start somewhere. I'd like to see some move in this ministry.

Hon. Mr. Welch: Which way?

Mr. Kerrio: To pull back the type of increases you've had which, as I suggested, are two years of a 24 per cent budgetary increase.

Mr. Samis: Where you want to move, then, is to cutbacks in this ministry.

Mr. Kerrio: Definitely.

Mr. Samis: On record, okay?

Mr. Kerrio: Yes, on record. What's that going to prove?

Mr. Samis: Now we know.

Mr. Kerrio: You're not going to hurt me with that kind of comment. In any event, if we are to deal with vote 2901, I will refer specifically to some areas I think deserve some explanation. I suppose unexpected start-ups could have been a factor in the first year where the budgeting in the main office has gone up from an estimate of \$599,000 at the inception to some \$655,600. Am I correct in suggesting that the systems co-ordinator and youth program co-ordinator are included in the main office budget?

Hon. Mr. Welch: Yes.

Mr. Kerrio: To get to some of the restraints I would suggest could be practised, I wonder if we are now in the ministry availing ourselves of government-owned buildings for many of the meetings we would have from time to time at Queen's Park or governmental buildings. I'm wondering if we will address ourselves to setting up of guidelines and standards on regulating food, accommodation, travel and cost by personnel within the ministry?

Hon. Mr. Welch: Wherever practical we certainly are following that direction. Sometimes it's not always possible to do because of the time when some of these meetings are being held. It is my understanding, particularly in the sports field, if it's only possible to bring people together on the weekend, they don't have access necessarily to some of these buildings. May I state, so that I'm being as accurate as I can, in a general way we are attempting to reflect and to translate the Auditor's advice in that regard. There are some exceptions to that. We are prepared to explain why there had to be a particular exception for a particular type of meeting to meet the convenience of those who were coming, the time of the week it was on and so on.

Mr. Kerrio: Could I go through the areas of concern to me in this vote and then let the other member do the same? Would that be a practical way to go about this? Referring to the Provincial Auditor concerning this particular area in item 2, financial services, in

the absence of regulatory authority for grant payments, there was a recommendation that the ministry review its expenditure program for the purpose of developing detailed regulations for those transfer payments not already covered by the regulation under other Acts. On the basis of what was recommended by the Auditor, have steps been taken in this area?

**Hon. Mr. Welch:** If you're making some reference to the question of establishing recognized criteria and putting them into regulation, the answer to the question is that we have not put all of the programs into regulation form. I take it we now have in regulation form those programs which we think lend themselves to that more easily. Some are the museums grant, the transfer payments to libraries and the community recreation centres' transfer payments.

We have completed, for purposes of management by results—although, let me caution you, this is not in the form of a regulation—but we have completed our criteria for multicultural and citizenship grants, which we have put through our policy field and put through Management Board and now are approved by cabinet for purposes of making quite clear the standards for that type of grant.

All of our transfer payments do not necessarily lend themselves to what you might call a more inflexible type of regulation approach, but those that I've already mentioned are in fact—other than the multicultural and citizenship—in regulation.

**Mr. Kerrio:** I see in this particular area regarding transfer payments during the year ending March 31, 1976, that without these terms and conditions there were quite a good number of transfers made: cultural support, Outreach Ontario, cultural olympics, cultural exchange—going right through a total of some \$15 million worth of transfers.

**Hon. Mr. Welch:** I want to be fair to the member for Niagara Falls. Unless you can actually get them into a formula type of approach, it doesn't lend itself to being enshrined in a regulation. In so many cases—I'm thinking in terms, for instance, of transfer payments to sports governing bodies and a number of other payments—they are a matter of negotiation from the standpoint of the requirements and what the needs might be. Wherever practicable and wherever it lends itself to that type of approach we would agree. I can give you some examples as to how we, in fact, have regulations covering those particular matters.

**Mr. Kerrio:** Getting into the administration program, I would like to continue. The change that's been asked for in the accounting for the net profits of the Ontario Lottery Corporation, recommended that we have ministerial formal accounting on a continuing basis, in order to account for the net profits of the Ontario Lottery Corporation. I wonder, at the same time, if it wouldn't be reasonable to ask when we're looking at the total vote if there is an alternative way of handling. For instance, we show Wintario funds as outgoing by certain millions of dollars, when in fact that's not true as far as the budgetary system of the whole province is concerned. That's a transfer from this ministry and yet we have the input in another area. In truth, that's really not happening, that we're spending \$36 million funds from your ministry except for the transfers.

**Hon. Mr. Welch:** Mr. Chairman, actually the member for Niagara Falls will recall that not only do we have \$36 million in the printed estimates, but we have two supplementary estimates—

**Mr. Kerrio:** Right. Yes, exactly.

**Hon. Mr. Welch:**—which are part of our consideration. Those two supplementary estimates plus the \$36 million, equal \$65 million, and it's my advice that we actually will require \$65 million from the Wintario source this fiscal year to meet our financial commitment this year.

**Mr. Kerrio:** Right. Yes, I appreciate that.

One other thing concerns me and I hope this is one we can deal with in a way that would indicate there are no taxpayers' dollars going into anything that has to do with Wintario. I ask it specifically in regard to auditors working on Wintario grants paid through the financial services budget. Could the cost of their service be construed as administrative costs of the ministry or of the Wintario lottery budget? Do we in fact spend any tax dollars for any kind of auditing or participating in any way in that area?

**Hon. Mr. Welch:** We have the equivalent of what we call three auditors doing Wintario audit, the cost of that being charged to Wintario.

**Mr. Kerrio:** So that any charges, specifically or otherwise, that relate to costs incurred by doing the Wintario audits are paid out of Wintario funds? That's my concern—that we're not using funds—

**Hon. Mr. Welch:** Yes, that is correct.

**Mr. Kerrio:** Okay. That's I think, very significant and important to me.



What is the status now of the auditing section as far as the grants and the financial services are concerned? Do you feel it's being adequately handled and that we have enough auditors to do a proper job, to do some of the things we've asked for in the Legislature on some occasions as to post-audits and what have you?

**Hon. Mr. Welch:** I'm not going to look up, because if I look up I'll be getting all kinds of advice from staff. The answer is, do you ever have enough auditors from that standpoint? Certainly, on the basis of the personnel at present on board, they're doing a tremendous job and I suppose there could be that much more auditing done if I had that many more auditors.

There comes a question of balance as to how much in the cost of administering any program, you would put to that particular responsibility. I'm satisfied on the basis of the number of people who are at present involved, that there is a first-class job being done, but I'd be less than honest if I didn't admit that perhaps if you had twice as many you'd be that much more effective. I guess you have to draw a line someplace. I've been very anxious to have a responsible approach to this question and yet not see a lot of Wintario money going out in administrative costs.

**Mr. Kerrio:** Yes. Having satisfied myself that we're not using taxpayers' dollars in any form of auditing or accommodating of Wintario, I would only ask one more question, and coming from that hard-to-manage business world, I ask the question respectfully. I hope you'll take this in the way it's asked. I asked the same question of the Ombudsman last night. There are those who would question our pay scales and everything else within the government ranks as opposed to the private sector. So I want to ask you this question: Do you feel that in the analysis and setting up of wages within your ministry there's a fair appraisal made of what that kind of help would be paid in the private sector, so that when we do arrive at what we consider fair remuneration for a job done, we in fact are keeping within arm's distance of what the private sector is doing? This really concerns me, because one of the highest ministers in the land, if you will, suggested the free market or free enterprise system wasn't working all that well, and I would suggest to you I'm quite concerned that maybe some of the biggest competition that free enterprise has, comes from the government. I would like to have some assurance that such is not happening within this ministry.

**Hon. Mr. Welch:** As I understand your question, my answer would be simply yes. I'm satisfied that we in fact have taken all these matters into account. Indeed, I think it's general government policy. The salary research people of the Civil Service Commission itself, from which we would get a lot of advice with respect to pay scales and so on, would be constantly checking with the comparable responsibilities being discharged in the private sector, I would think.

**Mr. Kerrio:** When I posed this question in this other area, Mr. Minister, I was quite surprised to find out that the comparisons were made with other government branches and in reality, they had not made any significant study in those other areas. I just bring that in for what it's worth.

**Hon. Mr. Welch:** I think that's a fairly legitimate question. Perhaps Mr. Johnston, my deputy minister, who has had some experience with the Civil Service Commission, and this whole question of classification and pay, might share some of his observations with the member for Niagara Falls.

**Mr. Johnston:** I could just add a few words. The main sort of working level classification, if I may put it that way, in our ministry, is the community development officer. It has been a matter of concern to us ever since I've been in the ministry as to whether the salaries for that classification were adequate—perhaps, in fairness, not altogether in terms of whether the salaries were too high, but rather whether they were high enough, because in the first year that I was in the ministry, we were losing quite a lot of staff from that classification to areas outside of the government.

[5:30]

For that reason, we, together with the Civil Service Commission, undertook a fairly intensive pay survey to satisfy ourselves whether the salaries were reasonable. The whole thing, I might add, is a bit complicated by the fact that these classes are in the bargaining unit, and ultimately the wages are determined through collective bargaining between representatives of the Management Board, the Civil Service Commission and the Ontario Public Service Employees Union.

However, certainly the results of the survey that was made would indicate to me that when we compare our officers, admittedly, with other levels of government—a lot of recreationists, for example, are employed by municipal governments or community groups of that kind, but also in areas like museums and art galleries and YMCAs and a number of arm's-length, and in some cases, private organizations—all indications are that our salaries



are certainly not too high. In fact, if anything, we have had some reason to doubt whether we were in as good a competitive position as we could be to keep the best people.

**Mr. Van Horne:** Just for a moment, Mr. Chairman, I'd like to go back to auditing and perhaps brighten the minister's day. I would like to ask if there is any significance to the fact that a few days after June 9 I was notified that the auditor would drop in to examine the books at the Forest City Gym Club, of which I used to be president and fund-raising chairman. That was just a coincidence, I suspect, was it? Praise the Lord I had turned in my resignation.

I just thought I would brighten your day and suggest that they appeared to be a very thorough group and it's a little bit awesome to a person out there in the boondocks who had been put in the position of responsibility of looking after these funds. My understanding of the visit—I wasn't there when the auditor was in the home of the lady who was looking after our books—but the experience was a pleasant one and I think it reflects well on your staff and the job they have to do. I don't want to let the opportunity go by without mentioning that.

**Hon. Mr. Welch:** Thank you very much.

**Mr. Van Horne:** The other observation is that on the day you kicked off Wintario in London and I was chairman of the PUC I had the pleasure of getting one of the tickets out of that first book of tickets that you passed around in your benevolent way. I'm still waiting to get a winner, and I've bought those damned things regularly between that time and now and I'll continue to buy them.

**Hon. Mr. Welch:** I'd keep that ticket. That will be a collector's item.

**Mr. Van Horne:** Yes.

**Hon. Mr. Welch:** No doubt it will have value all of its own some day.

**Mr. Van Horne:** Yes, I would like perhaps to give you the opportunity to buy it back. We'll negotiate the price.

**Hon. Mr. Welch:** It's used. Was that the ticket for the first draw on May 5?

**Mr. Van Horne:** Yes, and you were in London, for whatever reasons.

**Hon. Mr. Welch:** I'll buy it back for a buck.

**Mr. Van Horne:** I said we'd negotiate. I don't want to take the time of the committee. I think it's worth more than that for its historical value.

**Mr. Kerrio:** One area that somewhat concerns me, and there may be a reasonable

explanation for it, is what seems to be quite an increase in item 6 as it relates to analysis research and planning. You can see that is quite a sizable increase in proportion to what we're looking at in the other aspects of the budget.

**Hon. Mr. Welch:** Mr. Chairman, the member for Niagara Falls, under ministry administration, is talking about analysis, research and planning?

**Mr. Kerrio:** Yes.

**Hon. Mr. Welch:** The purpose of this program is to improve our policy and program development and Mr. Johnston wishes to comment on that increase.

**Mr. Johnston:** If you're looking at your briefing book, you will see that this actually consists of two areas—our policy planning branch and the office of the special assistant itself. The increases are due to some additional research funds being made available, more particularly in the case of work that my special assistant was doing.

Some moneys were set aside for the ministry to consider sport planning. This was a brief that was presented to us after about a year's intensive work by people interested in amateur sports, both among the sports governing bodies and in the larger community interested in amateur sports, the colleges and universities and YMCAs and the like.

So most of the increase is either additional research money, the salary of my special assistant which was previously charged to another account when he was with the sports division, and the moneys that were set aside on a one-time basis to respond to sport planning.

**Mr. Kerrio:** I touched on auditing services before to some degree. I just wanted a general comment. We of course have a sizable increase as well. You have touched on it, Mr. Minister, but could you give me a bit of an idea of auditing staff—full-time, part-time, whatever? Is there any separation, say, for auditing of the administration as opposed to Wintario?

**Hon. Mr. Welch:** I think perhaps, Mr. Chairman, with your permission, Mr. Tieman, the executive director in this area might explain that for the member for Niagara Falls. I'm glad that question is being raised, actually.

**Mr. Tieman:** The internal audit unit is composed of nine full-time staff, three of whom are charged to the Wintario program. That means the salaries of the six regular employees are in this particular vote and

item. There are no part-time or extra staff. In fact, the increases you see from 1976-77 to 1977-78 are simply the salary awards and salary increases.

**Mr. Kerrio:** In deference to some of my researchers, I'm posing this question. Are there any women auditors, or women on that staff? The women's adviser is shaking her head.

**Hon. Mr. Welch:** To the best of my knowledge, we have no women auditors.

**Mr. Johnston:** You can be sure that that has already caught the attention of our women's adviser, who will be working on that.

**Mr. Kerrio:** I thought that might be the case.

**Mr. Grande:** I have a few questions, not that many, regarding the financial services, including Wintario grants. You, I understand, have been asking, or requiring, or demanding that some money from some of the grants that you've given out be returned. What are you doing in that area?

**Hon. Mr. Welch:** You mean the people who, as a result of the audit, should be returning the funds?

**Mr. Grande:** That's right. How many of these grants are you dealing with?

**Hon. Mr. Welch:** I'd be glad to try to get that information but I thought we were going to do Wintario as a separate item. Would you like it now?

**Mr. Grande:** Since it says that three are charged to Wintario, that's part of this vote. I would think so.

**Hon. Mr. Welch:** It's not.

**Mr. Grande:** I see, so you charge only the six in this particular vote.

I don't know which it would fall under—supply and office services—I really don't know, but my understanding was that you're getting involved in terms of computerizing a lot of this information that you have, whether it be grants or whatever. What stage are you at in that process? Are you completed?

**Mr. Tieman:** We are examining a number of computer applications for processing and storing information. Under financial services, our accounting system is computerized and, in fact, we are re-examining it to see if we can make some modifications and improvements. It means that we now have printouts from the finance branch to provide us with all of our financial detail.

We are also, under the Wintario vote, and item, examining the use of computers to keep financial records and keep track of the

progress in terms of the processing of each and every grant, and to provide us with the ability to give out statistical information about Wintario grants. Those are two main areas.

**Mr. Grande:** Maybe it will come under Wintario, but I don't know how to distinguish between the staff in your ministry who work for Wintario and the staff who work for the ongoing ministry. How is that distinction made? Really here, if I could get some kind of information—

**Hon. Mr. Welch:** I can understand the hon. member's confusion.

**Mr. Johnston:** I think what complicates this is that while for accounting purposes, we try to keep costs of administering Wintario separate—you have heard, for example, in the audit area we have the three persons or positions charged to Wintario—in fact, there is consciously and deliberately not such a separation in a personnel and an administrative sense. We don't want to have on a day-to-day basis, one person spending all of their time on Wintario and the next person spending all of their time on our regular programs. We have tried to integrate the two in an ongoing sense.

For example, in our field offices in the early stages of Wintario administration, we did have specialists, Wintario project officers, as well as regular field officers dealing with all our clients on all of our programs. However, we are now moving, and in some cases have moved, to pulling this all together so that you don't have the situation where the client is dealing with one person one day and another person the next, just because today he happens to be interested in Wintario and tomorrow he happens to be interested in one of our other regular programs.

So we are now hiring people on the basis that they would be qualified to do the full range of duties of an officer in the ministry and they will each do their share of Wintario work. That may be, in some cases, on the basis of saying someone will spend most of their time on Wintario for a certain period and then will move to another assignment of duties and someone else will take their place. Or where we can do it, we will simply do it on the basis that everybody is expected to do a mix of duties that includes Wintario work.

So the separation that we have explained several times is in terms, really, of man-years and dollars but not in terms of saying we have got a whole bunch of people who never do anything but Wintario. That is not the case.



**Mr. Grande:** The question might now be asked about a letter you supposedly provided me with in terms of the internal—Well, there was a report, a consultant's report.

**Hon. Mr. Welch:** I would be glad to attend to it now. That would really come under the Wintario—

**Mr. Grande:** Okay, I shall leave it. I shall leave it, in that case.

How many full-time people do you have? First of all, let me ask you, do you have any full-time people who are on loan to other agencies in the ministry?

**Hon. Mr. Welch:** You mean people who are part of the ministry complement who are actually out working for some agency?

**Mr. Grande:** That is right.

**Hon. Mr. Welch:** Would my advisers help me on this? Mr. Chairman, if you would allow, our director of personnel is there.

**Mr. Johnston:** Just one and that person will probably be actually transferring to the agency.

[5:45]

**Hon. Mr. Welch:** And that's only because that change hasn't been effected yet, really. But to answer your question quite correctly, we have one.

**Mr. Grande:** Which agency is this?

**Hon. Mr. Welch:** It's with the Ontario Arts Council.

**Mr. Johnston:** We've got one of theirs, so it's a fair trade.

**Hon. Mr. Welch:** Andrew Shapiro.

**Mr. Grande:** And there are no other loans as far as you're concerned?

**Hon. Mr. Welch:** That's my information.

**Mr. Grande:** My understanding was that one person was hired by the ministry on loan to that institution called Villa Colombo. I don't know whether it was for two or three months or four months, or whatever the case might be.

**Hon. Mr. Welch:** I have no such information.

**Mr. Grande:** All right. I would appreciate it if you could clear that up.

**Hon. Mr. Welch:** It could be that in the Experience '77 program there was a summer student. As you know, the whole Experience program saw a number of young people doing summer jobs in a number of institutions. We could check out for you whether or not there was somebody in that particular home as part of the summer program for students. To the best of my knowledge, there's no full-time staff person in the Ministry of

Culture and Recreation on loan to Villa Colombo.

**Mr. Johnston:** I take it, though, that your question is: Do we have anybody on a permanent basis, or more than just for summer employment?

**Mr. Grande:** That's right. That's right. My understanding was that this particular person was on loan to Villa Colombo from the ministry, and I was just wondering whether this is an extensive practice or not. Do different agencies come, some from your ministry's staff, in working here? Regarding the information services, have you hired the communications branch director?

**Hon. Mr. Welch:** No. Mr. Carmichael is acting director of that particular branch now, and also is director of the citizens' inquiry branch. He has been placed in charge, in an acting capacity, to review the whole information function before we proceed to determine what we are ultimately going to do there.

**Mr. Grande:** You're not hiring then, for the time being, anyway.

**Hon. Mr. Welch:** Not for the time being.

**Mr. Grande:** You're assessing.

Re the second part there, in information services publication unit, how many different publications were published this particular year? How many different kinds of things have you published?

**Hon. Mr. Welch:** Actually, one of the difficulties we'd have about that, Mr. Chairman, is that our publications are related on a program-by-program basis, although that information is available. Is it available now?

**Mr. Carmichael:** Yes, I have it.

**Hon. Mr. Welch:** Mr. Carmichael, the acting director of communications could perhaps share that information. If not, we could get more detailed information.

**Mr. Carmichael:** From April 1, 1976, to March 31, 1977, there were 171 projects which were handled by the publications unit, which included booklets, annuals, directories, reports and certificates. We could give you a breakdown. In this fiscal year from April 1, 1977, to mid-November, 215 such projects have been handled, and of course the year isn't over yet.

**Mr. Grande:** The new program that you have for the capital works projects for Wintario, I understand that's a new publication. What happened to it?

**Hon. Mr. Welch:** It's out. I'll see that you get a copy if you haven't already got a copy.



**Mr. Grande:** Am I correct in understanding that once it was all published, you saw a couple of mistakes—that what should have been the criteria for northern Ontario became the criteria for southern Ontario and vice versa, and after issuing 30,000 copies you proceeded to change the whole thing again?

**Mr. Carmichael:** In fact there was an error at the printer's. We had two sample charts in order to provide a model of how a person should fill out the application form. At the printer's, the charts labelled "northern" and "eastern" Ontario were mixed up. The title "eastern Ontario" was put on the actual model of southern and southwestern Ontario. What we're doing is obtaining labels to relabel those charts so they will be accurate.

**Mr. Grande:** You're not going to be printing it again?

**Mr. Carmichael:** No, that would be too expensive. We just want to put a label over it so that people will be able to understand the particular chart. In the text the information is quite accurate, but the wrong label was put on the model.

**Mr. Grande:** I just wanted to find out whether you were going to proceed in republishing or reprinting that. I just wanted to find out what the cost of that was.

**Mr. Carmichael:** It was \$6,000 for the whole run of 30,000.

**Mr. Grande:** I guess the reason for that particular booklet's being published was the changes in the criteria re private organizations, was it?

**Hon. Mr. Welch:** No, it was just part of the continuing publication program we have with respect to Wintario. We've got a Wintario in sport, Wintario in the arts and Wintario in multiculturalism. We're just doing a series of pamphlets related to the various programs of the ministry for which Wintario funding would be available, subject to being able to satisfy the criteria.

**Mr. Grande:** Okay, I just wanted to find out that you're not reprinting that and spending another \$6,000 for two little tiny mistakes that someone overlooked.

**Hon. Mr. Welch:** No.

**Mr. Grande:** Regarding the two multicultural posters that you have been distributing throughout the province, how many of those were printed?

**Hon. Mr. Welch:** Actually, I was going to mention that in my general comments because you talked about our doing nothing with respect to this whole matter of multiculturalism. I was just wondering what streetcar you were on lately. We're very proud of those posters.

However, you've asked for particular information, which Mr. Carmichael will give you.

**Mr. Kerrio:** I tell you they are a lot better than the artwork you gave the Queen.

**Hon. Mr. Welch:** We can provide the hon. member with that specific information. Would the hon. member say what he thinks of the two posters?

**Mr. Grande:** With your concept of multiculturalism, I suppose they fit. With my concept of multiculturalism, they do not. But you have a different view of what multiculturalism is.

**Hon. Mr. Welch:** When we get to that vote, we perhaps can share.

**Mr. Grande:** We have a basic difference in concept.

**Hon. Mr. Welch:** I see.

**Mr. Grande:** Were those posters distributed throughout the province or just Metropolitan Toronto?

**Hon. Mr. Welch:** Particularly, they were made available because of the Metropolitan Toronto transit system, although there was an overrun and they were made available on some type of distribution. Poster No. 1 was principally put into operation to respond to a program we had for the Toronto transit system.

**Mr. Grande:** Okay. In terms of the policy planning branch, I suppose in my opening remarks I did say to you that you're not doing very much work in this area, yet as the Liberal critic states, there is a hefty increase there. In what research are you getting involved? What kind of policy planning? In other words, what is that policy planning branch under Linda Pesando doing? What new things are you looking at?

**Hon. Mr. Welch:** Of course, we would look to that branch to provide submissions to cabinet by way of our policy field, that is, matters which go through the decision-making process here. We would look to that particular branch to help us with respect to the development of all our new initiatives in the ministry, to co-ordinate the research and to work with program managers in so far as a number of those particular issues are concerned.

**Mr. Grande:** You don't want to be specific in terms of what research is going on?

**Hon. Mr. Welch:** Did you want to ask the director of the branch about that?

**Mr. Grande:** Yes. I would be interested in seeing what kind of areas they are looking at.

**Mrs. Pesando:** With respect to your question on some of the funds in the branch and the allocation for basic research, we have spent some funds this year in putting on to the computer for the first time a lot of data with respect to the three types of museum grants that our ministry is currently giving out to enable us to do an ongoing review—a statistical cross-sectional analysis of those three types of grants: maintenance, establishment and development grants.

We also have in the past year done some computer analysis with respect to our programs of recreation grants and the distribution of those grants across the province. We have used the research money with respect to some basic library information. We did an in-depth computer run, if you will, on the community recreation centre grants to aid the capital support unit in its summer research project on capital facilities throughout Ontario. Those are some examples.

In addition, the branch is responsible for the program analyst co-ordinating function. We have just this year begun to do the MBR program as well. There has been a little bit of money allocated to the MBR development project.

**Mr. Grande:** Do I understand it correctly that what you are then doing is research in terms of the internal workings of the ministry and not necessarily research in terms of policy directions?

**Mrs. Pesando:** We are anticipating more work in the policy direction in the future. To date, we have not been able to pull out, if you will, all of the necessary information that we have, as Mr. Tieman mentioned earlier, in our computer information system. We hope to be able to have that done in the next few months and, with that basic information we have in mind, to do an impact analysis on the distribution of our grants, taking into consideration the social, demographic and economic characteristics of the communities in which those grants are given, in addition to doing some more futuristic projects, taking into consideration such factors as age in population, urbanization and differences between northern and southern Ontario.

At the moment, we have not been able fully to get at all of the data we have. At this point it is manual.

**Mr. Grande:** I suppose I have a different concept of what research is than what I am hearing. Since I did state that you should be moving in at different—not necessarily different—but at least taking a position in terms of some policies, I would have hoped

that the research component, the analysis, research and planning would have followed.

**Hon. Mr. Welch:** I think the hon. member perhaps misses a point. We don't put all our eggs in one basket. This is not an exclusive section that is dealing with this matter. Our program managers in other areas are doing research quite independently.

For instance, in the arts support, the whole art gallery program is developed from within that particular area itself. All new policy development and study are not necessarily being concentrated here. The program managers and those who are working in the delivery system in their particular areas would look to this branch to help them to provide some of the material they might need as they were making some evaluations in so far as new policy directions for themselves are concerned.

**Mr. Grande:** In other words, the same way as it is happening in the Indian community secretariat, you ask a field staff person, "Can you draw up a paper in terms of what particular direction we should be going?" and then you disregard that. I think it is ad hoc at best. You have got to have some kind of a body, some kind of an office to do that.

[6:00]

The research within the internal area is fine. Obviously you have got to keep updating the particular internal functioning of the ministry, but at the same time you have got to have some kind of a group which looks at policy and policy directions. You're saying the managers do this and that. In other words, you don't have a body where that is grouped and is compiled.

**Hon. Mr. Welch:** We don't have policy development in an exclusive operation. It's not centralized to that extent. There is resource material. There are available, the matters that Mrs. Pesando has been talking about, but we don't excuse our program delivery people from some responsibilities in this area as well. Together we have an evolutionary policy development. The senior management committee gets together and discusses the possibilities of new initiatives. They may provide certain questions to the research unit as to what they might need in order to make some determinations. I see nothing wrong with that type of thing.

**Mr. Grande:** You say you don't see anything wrong, but what I do see is a tremendous amount of energies that are not pulled together at any one particular point and at any one particular place.

The committee adjourned a 6:01 p.m.

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Tuesday, November 29, 1977

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Grande, A. (Oakwood NDP)  
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 Villeneuve, O. F.; Chairman (Stormont-Dundas-Glengarry PC)  
 Welch, Hon. R.; Minister of Culture and Recreation, Deputy Premier (Brock PC)  
 Wildman, B. (Algoma NDP)

**Ministry of Culture and Recreation officials taking part:**

Carmichael, P. D., Acting Director, Communications Branch  
 Johnston, R. D., Deputy Minister  
 Pesando, Mrs. L. K., Director, Policy Planning Branch  
 Tieman, W. D., Executive Director, Finance and Administration Division





No. S-32

# Legislature of Ontario Debates

Official Report (Hansard)  
Daily Edition

## Social Development Committee

Estimates, Ministry of Culture and Recreation



## First Session, 31st Parliament

Wednesday, November 30, 1977

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

WEDNESDAY, NOVEMBER 30, 1977

The committee met at 1:11 p.m.

## ESTIMATES, MINISTRY OF CULTURE AND RECREATION

(continued)

On vote 2901, ministry administration program:

**Mr. Chairman:** There is not a quorum here, but I think, Mr. Grande, you were still speaking on this item. Since you are here we will allow you to continue.

**Hon. Mr. Welch:** If the hon. member will allow it, when we adjourned last evening my friend was expressing some interest with respect to the policy and research work of the ministry. I just want to make one or two comments on that, if I might, and perhaps also use this opportunity to share some information with respect to a question raised yesterday afternoon by the hon. member.

You will recall that my friend asked the question yesterday as to the total cost of the development and the printing and the space for the two subway billboards related to the multicultural program. I want to report that figure was \$18,000. There were approximately 94 billboards produced from each design, a total of 188, four for each subway station. We have found that these posters are very popular. We are now considering running off some more of those posters to make them available for the schools and libraries of the province, since they have been so well received. I would think we would all agree that it would appear to have been a very successful program.

In addition to that, in the field of policy development—and I think that perhaps this came from some misunderstanding with respect to the particular question—certainly in the area of policy development, and by no means is this a complete list, but some of the matters which have occupied the policy planning branch of the ministry, would deal with the development of a physical fitness policy for the province; a policy on multiculturalism; the very detailed work that went into the criteria for grants to multicultural and citizenship groups; the whole area of a special program known as the Ontario elite athlete assistance program;

the program related to sports excellence; the Community Recreation Centres Act and Wintario grants for the arena program; the expansion of OECA; the question of tax exemption on admission price for amateur sports and cultural organizations; some work in the whole area of federal-provincial-municipal spending in the recreation area.

I did mention yesterday our policy work in connection with funding of art galleries and the winter use of urban parks study. We have a number—eight or 10—of other studies pending and in various levels of completion, or incompleteness depending on how you look at it, so that the branch is indeed being kept quite busy.

One editorial correction: Yesterday we were talking about auditors and Mr. Tieman has reminded me that we talked about nine; the figure we used should have been eight. I apologize. The sheet I saw said eight, but when Mr. Tieman said nine—I thought maybe we had hired another one since the sheet had been printed. So it is five and three.

**Mr. Kerrio:** I thought women's libbers got through to you.

**Hon. Mr. Welch:** I thought maybe some woman had walked in and got a job.

Also, just as a matter of interest as we get ready to go into the afternoon, there were some questions raised yesterday as to where one would find out what was going on in the ministry and what was available. I have material here which would show that the same policy planning branch we were talking about has put out very extensive publications, one dealing with an inventory of all the programs of the Ministry of Culture and Recreation, which we thought was readily available and is a very interesting volume of nearly 100 pages, setting out all our programs in some detail. Also, there is another publication dealing with all of our grants. This information is readily available and certainly we could make these publications available to members of this committee if they require them. Perhaps that would bring us up to date where we left off last evening.

[1:15]

**Mr. Grande:** Obviously the minister felt that question was not addressed adequately



and I guess he pulled out some work the research committee did. I don't know whether it was done this year or previously, but that's another matter.

I would like to remain on that particular item, research co-ordination, under analysis, research and planning, for just a few more minutes. My concern is what the minister was talking about just right now. Physical fitness, that's a policy direction, granted. Multiculturalism, that's a policy direction that I hope has been established now for about seven or eight months.

Regarding the arena program and other kinds of things, I happen to believe they are ongoing evaluations of programs as opposed to policy direction. Let me give you one particular example. You said in 1975, and I mentioned it yesterday, you were going to move in on and were very optimistic about; that is the film industry, in terms of levies and in terms of quotas.

**Hon. Mr. Welch:** Yes. That's current at the moment.

**Mr. Grande:** Since that time, I believe last year in the estimates you said, "Well, I am not as sure as I was in 1975 that we will move in that direction." So my question to you is, since you are not sure whether levies or quotas are going to be doing anything in terms of making the film industry in Canada a viable industry, what research, what kind of information do you have that leads you to make conclusions and decisions on it?

**Hon. Mr. Welch:** That is a very current issue, and when we get to the arts support vote we could perhaps go into that in more detail, but certainly it is a relevant question in the whole area of research and planning. I believe it is very necessary to have the benefit of the best advice possible in order to come to some conclusions in most of these areas.

We have spent a fair amount of time on it. I don't know that it is fair quotation to say that I am unsure—I certainly feel that we are getting closer to coming to some determination in that particular area, but after a lot of consultation, a large number of meetings, including meetings with my colleague, the Secretary of State for Canada. I have always felt any policy in that field had to be one for the whole country and not just for the province of Ontario, and that Ontario had certain things which it could do to complement, perhaps, what the government of Canada might see fit to do, if we are still talking about encouraging the film industry.

I am very encouraged myself by the

growth of the film industry. In fact, I was at the Canadian Film Awards within the last couple of weeks. Certainly the whole tone of that gathering and the publicity surrounding it would show there has been marked growth and development in that particular industry. I think we are very close, subject to my final review of this matter with my cabinet colleagues, to taking some steps that would indicate this government is very supportive in wanting to see a successful Canadian film industry that is able to compete with other jurisdictions.

**Mr. Grande:** With Hollywood.

**Hon. Mr. Welch:** I don't know if that's really the comparison. I don't know that we all necessarily feel Hollywood sets the standards.

**Mr. Grande:** Certainly the competition is there.

**Hon. Mr. Welch:** If you are using the term Hollywood to make reference to the United States, that is the big market.

**Mr. Grande:** As the minister says, we should certainly get into that on another vote. I just used the film industry purely as an example of the kind of thing that should happen in this analysis, research and planning and I could use many other things.

**Hon. Mr. Welch:** I should perhaps point out that what I listed as examples were matters which are now completed. I also suggested I had a dozen or more matters that are still pending. What the member was talking about would be in such a list as well as the whole area of volunteerism, policy on open sector education and our special concerns with respect to the north, particularly as they would relate to representations to be made to the Hartt commission. There are a number of things presently in process within the ministry. All I was doing was giving you some examples of what has been completed.

**Mr. Grande:** I'm going to be looking forward to receiving from the ministry any research into those areas that might be at a final stage. I certainly am very much interested in any kinds of directions and policies that the ministry will be coming up with in the near future. As I said, I think there's a total void of policy, at least, in terms of fundamental policies.

**Hon. Mr. Welch:** We could perhaps at this point agree to disagree.

**Mr. Grande:** That's fine. I hear that constantly. Another area I would like to ask questions on is the affirmative action program. You call it the women's adviser. I suppose that's the particular group or body

that took a look at the affirmative action plan that was developed two years ago.

**Hon. Mr. Welch:** That comes under the office of the deputy. I might ask Mr. Johnston if he could perhaps fill you in on some details.

**Mr. Johnston:** Unfortunately, our women's adviser was not able to be with us today. She was here yesterday. We didn't get to any questions on the subject.

We have now a full-time women's adviser, which we did not have until a few months ago. I guess we were not alone in that. There were a number of ministries which have seen fit to deal with the affirmative action program by having someone responsible for co-ordinating that on other than a full-time basis. However, we saw fit some months ago to put that job on a full-time basis. We are operating within the policies and program that have been developed by the women Crown employees office in the Ministry of Labour and approved by Management Board, which every ministry is expected to follow.

More recently that program has been put on a management by results basis. We've established a number of specific kinds of activities we're going to carry out over the next year that we'll be able to look at at the end of the year to see if we've accomplished what we set out to do. Some of them have to do with staff training and development, and some of them have to do with personnel management in the sense of the classification system as it affects opportunities for women. We'd be happy, I'm sure, to share with you at any time any more you might need on this. I can tell you we have a new person working on this who is getting excellent support from line management in terms of commitment to carry out the affirmative action program in our ministry.

I will admit we've been a bit of a laggard in this perhaps because as a new ministry we were preoccupied with some other matters. I am confident now that we're going to catch up with and be as good or better than any other ministry in this matter. As you may know, I would have a personal interest in seeing this happen because the program was developed in the Ministry of Labour when I was the deputy of that ministry.

**Mr. Grande:** Does that mean that I will now be able to get more specific answers in terms of numbers?

**Hon. Mr. Welch:** Ask the question.

**Mr. Grande:** For example, how many staff members does the ministry have in total and what is the breakdown in terms of male and female? What kind of reflection of numbers, both male and female—if it could be broken

down, it would be great—is there in terms of people who might have a different cultural background than either French or English who are right now working within the ministry? And how many of those are in top executive positions, male and female? How many females are in top executive positions right now contrasted with when the ministry started in 1975?

**Hon. Mr. Welch:** I think they are all fair questions. I am not so sure that we are necessarily equipped with all that detail here, but these estimates have a little time to go, unless Mr. Tieman can answer some of that now. I would be very glad to take all those questions as notice and provide you with the specific answers to them all before we complete these estimates.

**Mr. Tieman:** We have some of that information, but I think it would be better if you would wait until we come back next week when we can provide that for you.

**Mr. Grande:** Fine. As I said it is purely information I need, but not at this particular time. An important thing I am concerned about is what staff is there right now to reflect other cultural backgrounds within this ministry.

I wonder if this is the proper time to ask questions regarding this ministry vis-à-vis other ministries. I think normally with other estimates the proper time to ask those questions would be under main office.

**Mr. Kerrio:** Couldn't ask it of a better ministry. He has got his finger on all of them.

**Mr. Grande:** All right. I won't comment.

**Mr. Foulds:** That's the surface. The reality is another matter.

**Mr. Grande:** Regarding the interministerial committee on multiculturalism which the Premier, on May 4 or May 7 of this year, announced was going to be set up. I assumed that the Ministry of Culture and Recreation would be the lead ministry in that interministerial committee.

**Hon. Mr. Welch:** No, we are a member of that. We have membership on that committee. It is under the general supervision of my cabinet colleague, the Provincial Secretary for Social Development (Mrs. Birch) and is accountable to the secretariat, chaired by Mr. Cook from the Office of the Premier.

**Mr. Grande:** Why is it that the Ministry of Culture and Recreation, the ministry which is mostly affected by this kind of policy on multiculturalism, and the Ministry of Education, are not the lead ministries in that? Why is it Social Development?

**Hon. Mr. Welch:** I'm glad you asked. Quite



seriously, in an organizational sense it represents exactly the degree of seriousness that this government attaches to the question of multiculturalism. You can't confine multiculturalism to the Ministry of Culture and Recreation. You can't confine it to the Ministry of Education. The whole government should be responding to the concept of multiculturalism.

**Mr. Grande:** I heard that last year.

**Hon. Mr. Welch:** I know, but it is very important.

I think it has to be taken quite seriously that not only is there an interministerial committee but there is an advisory council on multiculturalism, which, as the hon. member will know, finds its place of accountability within the Provincial Secretariat for Social Development as well. You can see the ministries that are involved there. And then that policy minister as a member of the policy and priorities board carries the policy initiatives to the entire government.

**Mr. Grande:** Mr. Minister, I did not ask that question. I did not say that multiculturalism or any policy of multiculturalism should not pervade the whole of the government and all the ministries. All I ask is why you are not a lead ministry in that.

**Hon. Mr. Welch:** Because we are only one of many ministries in this government that have an interest and particular responsibilities in this particular field. My answer, I suggest to you with the greatest respect, is quite relevant to the question you asked. To suggest that we should be the lead ministry obviously indicates there is some thinking in your mind as to why we should be the lead ministry. You are suggesting it because we happen to have particular responsibilities in the field of inter-group cultural development and other matters related to multiculturalism.

**Mr. Grande:** That would make sense, wouldn't it?

**Hon. Mr. Welch:** But we are on the committee. We are there because of that. But Education is on that committee too as are a number of representatives. And to show the importance that is attached to it it is chaired by a staff person from the Office of the Premier himself.

[1:30]

**Mr. Foulds:** If I may just interject for a minute, surely the fact that it's chaired by a staff person indicates the lack of seriousness of the government.

**Hon. Mr. Welch:** This is an interministerial committee. The advisory committee of course is another matter; representatives

from outside are brought in to advise the government. It's not unusual at all for interministerial committees to be chaired by staff people. There's nothing unusual about it.

**Mr. Foulds:** I find your reply reminiscent of Frank Scott's poem on William Lyon Mackenzie King—pile an interministerial committee on a royal commission on something else.

**Hon. Mr. Welch:** That poem doesn't come to mind.

**Mr. Foulds:** It's called WLMK—Never do by halves what you can do by quarters.

**Mr. Grande:** I suppose that's the reason why I'm asking this, because I'm a bit tired, frankly, of having to raise these kinds of questions all the time, hearing about this committee being set up, an internal committee of education, an interministerial committee on multiculturalism, the advisory council on multiculturalism—God knows how many committees you're going to set up before you move to do something. It's an incredible process.

**Hon. Mr. Welch:** I won't allow your statement to go unchallenged. We have not set up organizational structures in lieu of doing things. The record is quite clear and when we get to that vote I'll be very proud to share with you the initiatives which this ministry, at least, has been doing in that field. But don't suggest that while interministerial committees meet and advisory councils meet nothing is being done. That doesn't reflect the facts at all.

I think, too, it's the sort of area of government responsibility where a lot of consultation is part of the process. It's a very integral part of the program. The hon. member surely isn't suggesting that we shouldn't be having this horizontal integration within government and that we shouldn't in fact have this ability to consult outside of government through the advisory council. I think it's very important.

**Mr. Grande:** So the advisory council gives the government input from what's out there and the interministerial committee on multiculturalism co-ordinates the ministries in terms of what they should be doing—

**Hon. Mr. Welch:** Programmed within, yes.

**Mr. Grande:** —and how they should be acting upon recommendations of the advisory council. So in other words, it seems to me the advisory council that was set up some time in 1973 hasn't been able to make any jot of difference in terms of this government as a whole.



**Hon. Mr. Welch:** That's not the case. And this isn't my vote. The Provincial Secretary for Social Development has that council and other councils within her sphere of responsibility. I think that council has done a very good job. If you've read their reports you'll find that they've been very busy.

**Mr. Grande:** Yes. As far as reports go they're very busy. As far as making recommendations is concerned they're very busy.

But, anyway, you're right. It is under Social Development. I just wanted to ask about the interministerial committee at this particular time.

I understand that they've already had a couple of meetings. I would like to find out—if it's at all possible when we come under the appropriate vote—what is transpiring, what they're thinking and in what directions they're going as it applies to the whole government. Thank you.

The other question is in regard to your ministry's connections with the Ministry of Education, particularly in terms of the policy of this government as it relates to the development of learning materials to encourage, through this ministry and through the Ontario Arts Council, the publication of books by Canadian authors. That kind of encouragement—the giving of subsidies or grants to Canadian publishing firms—is government policy, as far as I know but I find that the Ministry of Education is spending a large portion of its \$2½ million learning material development fund on the development of learning materials which are foreign, not Canadian. So do I see a contradiction in the policy between your ministry and the Ministry of Education?

**Hon. Mr. Welch:** Mr. Chairman, the hon. member will be surprised if I remind him that that particular vote is not part of this vote as it relates to the Ministry of Education. I thought he was starting to ask what relationships we have with other ministries in which we would share some common interest.

Certainly, as the hon. member knows, this minister and the Minister of Education (Mr. Wells), the Minister of Colleges and Universities (Mr. Parrott), the Minister of Health (Mr. Timbrell), the Minister of Community and Social Services (Mr. Norton) sit along with the Provincial Secretary for Social Development on the cabinet committee on social development and discuss policy matters together for submission to policy and priorities board and/or cabinet as the case may be. There is a very close working relationship as we develop a number of our

policy submissions. We touch base with Education or they touch base with us; we complement each other in the Wintario program and in a number of obvious areas of work that we do together.

As far as Canadian content and the Canadian publication of learning materials go, the hon. member will know from the time that this committee considered the estimates of the Ministry of Education, Circular 14 was very specific with respect to the textbook approval and as the hon. member for Port Arthur (Mr. Foulds) will know, the Ministry of Education has in fact taken a fairly important part in that development.

When you get to special things like what the Arts Council does with respect to our budding authors and the book publishing policy, although we would be glad to talk about it now it will come up in those votes to come. Indeed the very program the hon. member made reference to yesterday—the Ontario Half-Back program of Wintario which is to come into being in January—is specifically related to Canadian-authored books and Canadian magazines and periodicals so I think we have got lots to talk about insofar as Canadian emphasis is concerned.

**Mr. Grande:** I understand.

**Hon. Mr. Welch:** Mr. Chairman, I am not accountable for this \$2½ million fund which the member is mentioning. I thought he was anxious to find out what relationships, what contracts there were between ministries.

**Mr. Grande:** But are you not concerned that the policy that this ministry is following is not consistent with the policy the Minister of Education is following?

**Hon. Mr. Welch:** I am not sure that the hon. member is interpreting the policy of the Minister of Education correctly, so therefore how can I comment on the question that has the word "consistent" in it?

**Mr. Grande:** Perhaps we will get to that at a later time. What about with Consumer and Commercial Relations?

**Hon. Mr. Welch:** Let's give you an example. To develop a film policy, it has to involve the Minister of Consumer and Commercial Relations (Mr. Grossman)—

**Mr. Grande:** That's why I am asking.

**Hon. Mr. Welch:** —because part of his responsibility of course is the Theatres Act and within that Act is the question of quota. The hon. member will know that we changed that particular Act about a year ago to broaden the whole concept of quota and, in developing and working with others in

the development of a film policy, representatives from the Ministry of Consumer and Commercial Relations have, quite obviously, been included.

I can give you another example in this business of paperbacks. It is under the Ministry of Consumer and Commercial Relations that the whole question of the distribution of paperbacks comes. We come in contact with them with respect to that sort of program as well, so there's a working relationship. We invite ourselves in on all sorts of boards, commissions and ministries if it relates to our work because we are one government.

**Mr. Grande:** Have you discussed with Consumer and Commercial Relations whether there is going to be some kind of a clause on the distributing licence which says that these distributors or the bookstores would have to have a certain percentage of Canadian-authored books displayed? Are you moving in that direction?

**Hon. Mr. Welch:** We have been having discussions with the Ministry of Consumer and Commercial Relations. As to the specifics of those discussions, I think it would be premature of me to suggest all of the details in those discussions pending some final determination of general policy there. But you can be assured that we have been talking to the Ministry of Consumer and Commercial Relations on these and a number of matters.

**Mr. Foulds:** Can I follow that up for a minute?

**Mr. Grande:** Sure, go right ahead.

**Hon. Mr. Welch:** We will be coming to that sort of thing when we get into—Mr. Chairman, not to restrict the discussion, but we have a vote in arts support called “cultural industries.” I would welcome a fair amount of discussion there as it relates to the subject matter we are talking about now and a number of other items. But it is specifically there under what we call “cultural industries.”

**Mr. Foulds:** As a matter of policy from the minister, would you not agree that the key to enlarging the Canadian book publishing industry—as I understand it, this was one of the chief recommendations of the royal commission—is the distribution industry?

**Hon. Mr. Welch:** It was right after that report came out, that Mr. Wishart—wasn't it Mr. Wishart who was then the minister? I have forgotten who the minister was at the time. You are talking about the Rohmer report, when we moved in very quickly with some legislation on that whole area? I think

that is when what I call “the paperback bill” came into being. I may be wrong on my history there, but you will recall it—I think that was one of the interim steps.

**Mr. Johnston:** The loans to book publishers, too.

**Hon. Mr. Welch:** Plus the loan program that is administered by ODC and for which we put certain money in arts support for interest payments, as I understand it.

**Mr. Foulds:** Still there are many book distributors who do not display any Canadian books.

**Hon. Mr. Welch:** If you are saying that one of the keys is availability of the works, I would think you are quite right.

**Mr. Foulds:** Yes, but what I would like to know, without betraying any of the obviously high-powered internal discussions that have taken place on this subject, is your ministry's view of distribution.

**Hon. Mr. Welch:** You see some improvements in it at the moment. I cannot be any more specific as to how we would see any further legislative changes. But if I can accept the question as it is asked as a general one it should not go unnoticed, I will agree with you, that one of the great pluses of Half-Back—not necessarily shared by your colleague on your right—was to increase consumer demand for our Canadian magazines and periodicals—

**Mr. Foulds:** Temporary, no doubt.

**Hon. Mr. Welch:** —and to increase consumer demand for Canadian-authored books. We think that is pretty effective to have people themselves going in and actually identifying this material and asking for it. And, indeed, through the subscription part of Half-Back, seeing some increase in circulation of our Canadian magazines and periodicals, and other consumer magazines.

**Mr. Foulds:** If I could introduce a slight note of pessimism in this generally Pollyannaish expression of vitality in the paperback distribution area, surely it should not go unnoticed that you can drop into the majority of paperback distributors in northern Ontario and probably rural Ontario and not see a Canadian book. Until that is remedied then surely we cannot be satisfied. That is, in fact, a very unhappy and unhealthy situation.

**Hon. Mr. Welch:** I would not disagree with the hon. member.

**Mr. Chairman:** Any more questions on vote 2901?

**Mr. Grande:** Yes, Mr. Chairman. As I said,



we will get into this more specifically and under another vote.

**Hon. Mr. Welch:** Yes, I hope so. I think it is a very important item.

**Mr. Grande:** We will. Another question I have concerns field services. What is it that these sub-field services do in these areas?

[1:45]

**Hon. Mr. Welch:** Peter Moore, our director of field services, is here and I'd like him to come up next to Mr. Tieman if he will. I attach a great deal of importance to our field service operation. They really are the ministry in the various regions that are set out in your briefing book and they represent us. The public finds access to them in a wide range of services that are provided. I think Mr. Moore would welcome the opportunity to share with you some of the ramifications of that work.

**Mr. Moore:** Mr. Grande, the field services branch has 17 offices in Ontario. They're located in six regions. Each region has a regional manager. The region itself is then broken down into a sub-regional level. Finally there is a working level consultant who is responsible for a specific piece of geography. It may be broken down generally outside Metropolitan Toronto on a county basis and in larger metropolitan areas it may be broken down differently. In Toronto, for example, it's broken down on a borough basis.

But in each individual region, each of those consultants is a Ministry of Culture and Recreation representative and aids in the development of cultural and recreational programming working with local cultural and recreational programming agencies, whether it be a municipality or YMCA or a multi-cultural organization—whatever.

**Mr. Grande:** Okay. Obviously these field offices receive all types of grants. I understand that as of January 1, 1978, you're going to be expecting that all grants will be coming through the field offices and not to the ministry directly. Is that correct?

**Hon. Mr. Welch:** I think it's a misunderstanding. The field offices themselves have no granting power. I think what you're making reference to is that we are urging people throughout the province to deal in the first instance with the field office as part of the grant processing application. There's a great advantage in getting the applications to the field office first, so that the applicant and representatives of the organizations involved can sit down with our field people and go over the programs and make sure that they fully understand. Mr. Moore could give you

more of the actual technical details. I don't think it's—

**Mr. Grande:** I did not mean that they'd do the actual granting. I know that the actual granting is done from here.

**Hon. Mr. Welch:** We're attempting to strengthen—it goes back to my response yesterday to strengthening the concept of the decentralization of the ministry. We're trying to play down head office, so to speak, and to encourage people to deal in the local area with our personnel there. They in turn of course have access to consultants at the head office with respect to a number of our program delivery systems and so on.

Mr. Moore, unless I've overlooked something—I think the role of the field office is being emphasized, because we see it as facilitating and expediting the whole process between individual organizations in the province and ultimately the decision-making process through which all these things have to go.

**Mr. Grande:** I would just like to inquire—take, for example, the regional office of Toronto. Take Hamilton, for example. You have a sub-office—

**Hon. Mr. Welch:** Central west, yes.

**Mr. Grande:** Yes, and you have a sub-office in Waterloo. In terms of the consultations that you were talking about, what kind of consultation—at least, what type of consultation in what areas are we talking about? I don't know how many people are in the sub-offices—maybe one or two, I don't know—I would like to know to what extent these people just do Wintario stuff.

**Hon. Mr. Welch:** That's fair. We shared a bit of that with you yesterday, but Mr. Moore perhaps could expand that, please.

**Mr. Moore:** Do you want specifically, as an example, the Waterloo office?

**Mr. Grande:** Fine. Specifically, in terms of these consultations they have with the different groups within the immediate communities, how much time do they spend giving consultation regarding Wintario applications and how much time do they spend giving consultations regarding what this ministry ought to be all about and is all about?

**Mr. Moore:** That is a difficult question to answer. In nuts and bolts kind of information, in the Waterloo office there will be a senior consultant and then two consultants from the Ministry of Culture and Recreation. They are split on a geographic basis. One would cover the regional municipality of Waterloo. Another consultant would cover the counties of Wellington and Dufferin.



They might identify themselves as representatives of the Ministry of Culture and Recreation, but neither one would be identified as being a Wintario person or a non-Wintario Ministry of Culture and Recreation person.

**Mr. Grande:** They are generalities.

**Mr. Moore:** They are generalities in that sense. For sure there are times when they would do work with a community client that would be exclusive to Wintario. At other points in time they would be dealing with a client and discussion of Wintario may not come up. But we are finding there is an increasing amount of time being spent with clients as the Ministry of Culture and Recreation—which involves Wintario, the Community and Recreation Centres Act, may involve regulation 200, may involve a grant program or one of the specific program areas.

As we become more comfortable and our clients become more knowledgeable about the use of the Ministry of Culture and Recreation programs it is becoming more and more indistinguishable to try and identify them as being a Wintario activity or a Ministry of Culture and Recreation activity. So I can't give you a 25 per cent or 50 per cent answer.

**Mr. Grande:** Then you don't have a breakdown?

**Mr. Moore:** No.

**Hon. Mr. Welch:** Mr. Chairman, I am glad the question has been raised. I can clearly understand why it is going to take a little longer with the program for this message to get through.

Wintario is only a financial resource. People may come in to find out what the ministry has to offer with respect to a number of things. What has brought many people into the office no doubt is the prominence of Wintario; that is, the fact that that resource is there. It has done a tremendous amount for our ministry, particularly the field offices, in introducing our ministry staff to many people who they might never have come in contact with in the normal discharge of their duties. In this particular area we inherited the field services, among others, of the old youth and recreation branch that dealt to a large extent with organized recreation committees in municipalities, school boards, the usual and traditional methods of organizational manifestations out there in Ontario. That still goes on. That relationship between the ministry and these community organizations is still there and preserved.

Many representative organizations and in-

dividuals are now seeking out the Ministry of Culture and Recreation because they know these other resources are available in the same field. It is providing our people, Mr. Moore will assure you, with an opportunity to come into contact with a wider group within the community because of the resource.

A municipal council may come in, for instance, to talk about putting up a new community centre or an arena. As you will see by this program that is a regular tax-based program under what is called the Community Recreation Centres Act. During the course of that discussion our representative may well remind them that although the basic grant is available this also qualifies for funding under another one of our programs—that other program being called Wintario. And with some mixture of private money and Wintario money you might add to this particular grant. Or an arts group may come in to talk about something and be introduced to other programs as well.

So I think you understand why it would be difficult, if I was the regional manager, to cut myself up on any day and say I spent so many hours in which I mentioned Wintario, or I talked about some other additional program. We have a number of resources, as far as the ministry is concerned. And let me re-emphasize there is no question that the Wintario program has really brought a lot of new customers into the regional offices. It can't be cut off and seen as a completely separate organization as such.

**Mr. Grande:** I was just attempting to find out through the field services, to prove my point which I mentioned yesterday, that this ministry is known as the Wintario ministry. That's it. I was trying to attempt, through the field services, to find out to what extent the field service is taken up by Wintario.

**Hon. Mr. Welch:** I've talked about that for five minutes. As long as Wintario is identified with culture, recreation, sports and fitness—hurrah.

**Mr. Grande:** I'm not saying that you should be upset. I'm just trying to find out some information. It appears that Wintario is dipping in a tremendous number of people who ordinarily would not know anything about culture and recreation in this province. To that extent, that is it.

**Mr. Foulds:** And they may still not just because they've been to the field services branch of the Ministry of Culture and Recreation.

**Mr. Grande:** To that extent, that may or may not be good as the member suggests.

**Hon. Mr. Welch:** They're made welcome.

**Mr. Foulds:** Having gotten their Wintario grant they still may not know anything about culture and recreation.

**Mr. Johnston:** They know where the office is, at least. They've been there before in some cases.

**Mr. Grande:** When were the sub-offices in Peterborough and Timmins set up?

**Mr. Moore:** They were opened this year. Timmins was opened in July, I believe, and Peterborough hasn't officially opened. It's operating in a sense. It started, I believe, in September.

**Mr. Grande:** The Ministry of Culture and Recreation in Timmins and Peterborough was not previously decentralized? They never had any office whatsoever there? You just set them up this particular year?

**Hon. Mr. Welch:** Quite factually, that's what Mr. Moore told you. They were set up this year and they are there to assist in the wider work. As you see, the regional office is Toronto and we found it necessary to spread into Peterborough as well as Barrie. Timmins is an outgrowth of North Bay, I guess, is it?

**Mr. Grande:** I think you know what I'm leading to.

**Hon. Mr. Welch:** No, to tell you the truth I'd like you to say it.

**Mr. Grande:** You don't? On May 28, 1977, in keeping with your announcements, you apparently were in Peterborough. That was during the election campaign, was it not?

**Hon. Mr. Welch:** I was not. Are you talking about my presence in Peterborough?

**Mr. Grande:** Yes. "We're getting a ministry branch"—sort of. "Peterborough will be getting a branch of the provincial ministry after all, Robert Welch, Minister of Culture and Recreation, announced here yesterday."

**Hon. Mr. Welch:** I announced that at a convention in Peterborough, yes.

**Mr. Grande:** That's right. You were at Trent University.

**Hon. Mr. Welch:** Yes.

**Mr. Grande:** And right at that particular time, in that speech, you said: "Yes, we'll be setting up here in Peterborough a branch of the Ministry of Culture and Recreation." Good work.

**Mr. Kerrio:** Did you do that last week in Niagara?

**Hon. Mr. Welch:** No, we haven't got one in Niagara.

**Mr. Kerrio:** Oh. You've got to do that though.

**Mr. Foulds:** It depends on how close the next election is.

**Mr. Grande:** Peterborough needed this field service and the announcement had to be made during the election campaign.

**Hon. Mr. Welch:** That's when the convention was held. I spoke at the convention of the Ontario Municipal Recreation Association, popularly known as OMRA. I talked about a number of things and as part of that ongoing evolutionary work of the ministry in making sure that the field offices were working it was felt that that particular part of the province needed that focus and I announced it along with a number of other things in my speech.

**Mr. Grande:** Yes.

**Mr. Foulds:** What is the work load there and where does it cut off from Oshawa? Instead of carrying it through Oshawa, you carry it through—

**Hon. Mr. Welch:** Peter Moore perhaps could share it with you. Are you talking about where the jurisdictional breakdown is?

**Mr. Foulds:** I would like to know the sort of contacts and the case load and why the judgement was made—at what level you decide to set up a sub-office within a region. [2:00]

**Mr. Moore:** In essence, the staff now in the Peterborough office was previously located in the office in Toronto. Opening the Peterborough office was not consistent with securing new staff to staff the Peterborough office. Three staff members are now located in the Peterborough office, primarily serving Peterborough, Lindsay, and Haliburton and still served out of Toronto.

**Mr. Foulds:** What I am trying to determine—

**Mr. Kerrio:** Mr. Chairman, may I make a suggestion? The camel is right in the tent. It was an interjection at first but I think we should keep some kind of relative decorum going here in this debate. After the critic over there has finished, I think it would be nice if we went in turn.

**Mr. Foulds:** I think it would be kind of nice if we actually had an examination of the estimates as well.

**Mr. Kerrio:** I don't want to debate that. I just want to point out that the proceedings that have progressed up to now were done in that fashion.

**Mr. Foulds:** I am quite happy to wait until Mr. Grande is finished and you are

finished and then go back over this vote, but I think it would be rather time-consuming.

**Mr. Kerrio:** It would be nice if we observed some decorum.

**Mr. Grande:** We obviously did not reach a consensus. If there are particular questions that come up when a particular topic is mentioned, then I think we should feel free to ask those questions.

**Mr. Kerrio:** I'll do it any way you want to as long as it is understood.

**Mr. Grande:** I think we can proceed that way.

**Mr. Kerrio:** If you will recall the first remark was made as an interjection.

**Mr. Grande:** On the main office I do not have any further questions.

**Mr. Kerrio:** I have one more question in this vote. There is one area that concerns me and that is the practice of private companies supporting sports particularly, but also many other aspects of culture and recreation. I have done some reading on the participation, we will say, of some of the larger groups. I would like you to answer a question on it if you can, and to see if we can't do some kind of a survey on it. I hope the proliferation of funds in this ministry is not going to take away from the involvement and quite high profile that the private sector has always had.

In the United States to a greater degree than here, I wonder if private groups have really faced up to the kind of responsibility they should feel from earning funds or making profits within the bounds of our province and our country, and if there is a fair return in the culture, fitness and sports of our province. Is there some determination made by anyone in your ministry as to the relevancy of what is happening in the private sector as opposed to what is happening in the ministry?

**Hon. Mr. Welch:** I think that is a very interesting question. When we get to arts support and to sports and fitness perhaps we can be more specific as we show you how that influences funding from the tax base. Not to overlook the Wintario program itself; that is very heavily related to the matching formula and putting up the lottery money on the basis of it being matched from the private sector.

The general question which you pose is one with relationship to what other resources are available for the support of the arts, for amateur sport and for fitness. I feel quite confident when you get to have a discussion with representatives of the Arts Council you will find a fair amount of research has been

done by them as well as it reflects itself in how they deal with the many applicants that come before them and determine the support that is necessary. If you look at our transfer payments to sports governing bodies and keep in mind what their budgets may be, you will see there is a fair amount of money coming in from the private sector to support that activity as well.

A general answer at this point to the member for Niagara Falls would be that certainly all that we do is predicated on the fact that there would have to be other sources of revenue to support most, but not all, of the programs with which we are involved, because we do not fund anything 100 per cent. We do keep in mind, even with respect to our level of support, sources from other levels of government as well.

There is a fair amount available to us. A number of foundations, as you know, have been set up, which are sources of revenue for the arts and for other worthwhile endeavours. There is a council of business in the arts staffed by Mr. Edinborough, which is of course always studying this.

Indeed there is, to answer your question, a fair amount of information available to us. Suffice it to say at this point in the estimates—and I certainly concur—that we should expect there would be a fair level of support coming from the private sector and I think that can be established.

**Mr. Kerrio:** Yes. I had spoken to all the other areas of that vote. It was just one question I hadn't asked, Mr. Minister, and I was hoping there could be someone within your ministry who would be high profile on keeping this relationship a viable way of making certain we don't take over too many areas that should be handled by, and in fact should be the responsibility, of the private sector.

**Hon. Mr. Welch:** Not long after I became Minister of Culture and Recreation I spoke with a group of businessmen quite interested in this, particularly as it related to the whole area of private support, and we have developed some fairly good relationships along that line.

I accept what the hon. member says as being very positive—and indeed people are to be encouraged. Many corporate citizens in this country do accept their responsibilities in this field and as the hon. member will know, and the member for Windsor-Walker-ville (Mr. B. Newman) will know, particularly at the time of the Olympics there was a fair investment from the private sector insofar as amateur sport was concerned as



well. But I would think that we should be encouraging that as much as we can.

**Mr. B. Newman:** There seems to be a greater interest on the part of the private sector too, especially in pre-Olympic periods or in pre-Pan American or British Empire games periods.

**Hon. Mr. Welch:** I would think there is no question we could establish that private funding to sports governing bodies would well exceed ministry tax plus Wintario funding combined.

**Mr. Kerrio:** My concern, of course, is that it continue along those lines and we don't make it easy for them to opt out.

**Mr. Foulds:** I would just like to follow up the questions that I was asking—

**Hon. Mr. Welch:** On the regional office?

**Mr. Foulds:** —on the regional offices.

What I was trying to get at, and I apologize to the member for Niagara Falls for interrupting, but I just thought that was an appropriate point to express—

**Mr. Kerrio:** I wasn't concerned. It was a matter of setting a precedent and maintaining a service.

**Mr. Foulds:** What I would like to know is if you have any objective criteria for establishing a sub-office within a region? What factors in terms of case load or contact go into that? What factors of distance; what factors in terms of staffing; what factors in terms of convenience for the clientele, so to speak? Let me leave it there for the time being.

**Mr. Moore:** Specifically we look at all of those things.

**Hon. Mr. Welch:** What is your supplementary now?

**Mr. Foulds:** Can you give these guys a course in your own techniques before you go into these?

**Mr. Moore:** Specifically, we look at some historical events such as the number of grants that have gone into those areas. We look at the travel time an individual consultant would have spent travelling to and from that territory. We look at some large clients that happen to exist or may grow. Municipalities enters into the equation, though there isn't one that exists right now.

It is an activity we are looking at to become more certain in terms of the rationale of deploying the field resource we have. In looking at the establishment of the Timmins office it was much more evident we needed a location there. We were servicing the Timiskaming-Cochrane area out of the Sud-

bury office and the North Bay office and the travel time taken, one person travelling through someone else's geographical territory, became staggering. But some of those same factors influenced the choice of the Peterborough office, being closer, allowing the consultants to be resident in the territories they serve, all tend to become influencing factors. Some concerns are in terms of efficiency, in terms of utilization of support staff, and a tendency not to want to open, in a sense, one-person offices.

**Mr. Foulds:** What you have described to me are the general things you look at. What I would like to know more specifically is at what point do you say: "Well, Timmins deserves a sub-office. Kenora may deserve a sub-office from the Thunder Bay." Is it just a gut feeling, a rule of thumb?

**Hon. Mr. Welch:** Mr. Chairman, the director would no doubt share this with you. It is not all that. As he mentioned to you in his answer there are a number of factors, but there's a very practical one too called cost efficiency and over a period of time we would have a way of knowing how much it has cost us in travel expenses. After all, staff are allowed mileage and other costs such as overnight stay in different places and eventually there would be, and I think we could document some, actual financial savings in moving to the sub-office. We save some very significant dollars.

**Mr. Foulds:** That's very interesting. What I want to know is, do you document that now, before you make those decisions?

**Hon. Mr. Welch:** Yes, there's no question. That all goes into the system before ultimately making the determination.

**Mr. Foulds:** Then let me ask you what saving you estimate you made in terms of travelling, overnight stays and so on by establishing the sub-office at Peterborough and Timmins?

**Hon. Mr. Welch:** We could provide you with that.

**Mr. Foulds:** You could provide that for us?

**Hon. Mr. Welch:** As best as we could calculate—make some comparisons.

**Mr. Foulds:** There was as well a sort of general rural thrust. Are there any areas you are looking at at the present time for establishing further sub-offices? For example in—

**Hon. Mr. Welch:** Port Arthur and places like that?

**Mr. Foulds:** We already have one. Well, we may need one from the Fort William side. And don't put it on the site of Old Fort William or it might get washed away.

**Mr. Kerrio:** What is your address?

**Mr. Foulds:** There isn't room.

**Mr. Kerrio:** Jimmy, you'll float away on that flood plain.

**Mr. Foulds:** For example, in the foreseeable future it would seem that possibly the minister's own area might be one that could be receiving a sub-office from Hamilton simply because of the thickness of the population and the obvious cultural and recreational activity that takes place in the Niagara Peninsula.

**Hon. Mr. Welch:** Did you say the thickness of the area?

**Mr. Foulds:** Thickness of population. And that was meant as a general descriptive phrase rather than a specific one attached to an individual.

**Hon. Mr. Welch:** I've been trying to persuade—and I'm saying this half seriously; there are obvious reasons why it's not there, there are other areas that are considered to be in need of the service ahead of any list and I suppose we haven't reached the particular point yet. Also keep in mind we have only so much staff available to us, so we have to do it on a priority basis.

This is a general comment, if I may be permitted to say this. I've always been trying to persuade people that the Niagara Peninsula should have people on their own and shouldn't be completely serviced out of Hamilton and I'm sure in that regard I'd be joined by the member for Niagara Falls. That's one of the many things we agree on. But at the moment to a large extent the Peninsula is serviced out of Hamilton, isn't it?

**Mr. Moore:** Yes.

**Mr. B. Newman:** You selected the locations for the offices.

**Mr. Foulds:** Do you have any plans for establishing any further sub-offices within the next two years?

**Mr. Moore:** We are assembling information on areas in which we may wish to establish a sub-office. You've picked one of them. In looking at the Haldimand-Norfolk area and the growth of the Niagara region itself in terms of anticipated population increases lead us to think that that may be an area to establish a sub-office.

Another possibility is the Cornwall area, Stormont-Dundas-Glengarry; we might consider perhaps putting in an office to serve that region. In Metropolitan Toronto, in the central east region, we may be looking at trying to service the western part of that region by the location of an office perhaps in Mississauga or somewhere like that. That in-

formation is being assembled but there has not been any specific priority established this time. We're thinking of a number of places. [2:15]

**Mr. Foulds:** Would you be thinking of Kenora? Do you think that can be adequately serviced for the time being?

**Mr. Moore:** Out of the Dryden office at this time, according to staff.

**Mr. Foulds:** It's just that there I would imagine that the transportation factor would be one of those that would weigh fairly heavily, the driving down to Fort Frances, for example.

**Hon. Mr. Welch:** Just before we complete this vote I did want to support the appropriateness of the question put to me by the member for Niagara Falls. As recently as yesterday my assistant deputy minister attended a meeting of representatives of about 15 corporations; that's all part of what you call a corporate support group and so you see they're interested in keeping in touch with us as well, which I think is very important.

**Mr. Grande:** Mr. Chairman, one very brief question and perhaps the minister or ministry staff can get this information at another time rather than taking up time right now. Regarding the research component, could you let me know how many people are working full time on analysis, research and planning? How many people are on contract, and what expertise do each of those people have?

**Hon. Mr. Welch:** We'll file that with you. Sure.

**Mr. Kerrio:** Ask him to say how many women.

**Mr. B. Newman:** The minister knows the problem that we in the community have been having with government offices recently. Do you plan on keeping the Wintario office in Windsor open?

**Hon. Mr. Welch:** We have a sub-office of the Ministry of Culture and Recreation in Windsor.

**Mr. B. Newman:** I meant the Culture and Recreation office.

**Hon. Mr. Welch:** We have no plans at the moment to change that.

**Mr. B. Newman:** You know, Mr. Minister, that's the first good news we have had.

**Hon. Mr. Welch:** I'd excuse you if you wanted to rush out now and phone the Windsor Star and tell them that.

**Mr. Foulds:** So I can quote you now,

Mr. Minister, that the Culture and Recreation office in Windsor is going to stay in there?

Hon. Mr. Welch: That's right. We are delighted to be there.

Mr. Foulds: And, I think they're doing a darned good job.

Mr. B. Newman: That's not what we came for.

Mr. Grande: How many people out there are confused?

Mr. Chairman: Any more discussion on this vote?

Vote 2901 agreed to.

On vote 2902, heritage conservation; item 1, archives of Ontario:

Mr. Kerrio: May we start out by asking a question in relation to the archives?

Hon. Mr. Welch: Yes, if Mr. McOuat, the provincial archivist would come, please. May I take it, Mr. Chairman, the member for Niagara Falls is going to start?

I am very pleased to introduce to the members of the committee Don McOuat, the provincial archivist, a very distinguished public servant, who has advised that he is about to retire before too long so this may be his last set of estimates.

I would like the record to show we have greeted him here and we would wish him well as he seeks less onerous responsibilities in the field of retirement. But I would want to say publicly on his behalf what a pleasure it is to work with him and the province has been exceedingly well served by a very distinguished gentleman. So if you and I would like to go to work on him—see what he knows before he leaves.

Mr. Kerrio: Yes, Mr. Chairman, I'd like to join with the minister in expressing the wish that he is well in retirement and able to enjoy those years.

I might say at this juncture that the estimates allow us critics to meet with many people in your ministry and have their expertise brought to us first-hand. I certainly appreciate that and I wanted to get that on the record.

Hon. Mr. Welch: They sure enjoyed talking about you after the estimates, I can tell you that.

Mr. Kerrio: That happened before the estimates.

Mr. Foulds: And during.

Hon. Mr. Welch: But fondly.

Mr. B. Newman: You will now have to invite two people to do the job of the gentleman who is just leaving.

Mr. Kerrio: I would just like to pose the question so that we can hear from the gentleman himself as far as the archives are concerned. What has been transpiring in that particular branch insofar as we have dedicated considerable money to it? If he could bring us up to date, I would be very pleased to hear some kind of a report on the archive involvement there in that branch rather than answers to specific questions.

Mr. McOuat: Basically the archives' function is to preserve non-published records of enduring value relating to this province's documented history.

There are two main divisions or sections. One is concerned with the preservation of government records of long term research value. Under the Archives Act, no government record can be destroyed without the concurrence of the provincial archivist; when they have reached the end of their operational life in the ministries, those of enduring significance are deposited in the archives. We have something like 35,000 cubic feet of records at the present time and at a guess, perhaps 35 or 40 million documents, although we have never counted them.

The other function of the archives is acquiring any non-published material that relates significantly to any aspect of the province's history through purchase or donation.

We have a third function which really is internal efficiency, and that is to co-operate in the records management program—that is the flow of records to ensure that records that are not required are disposed of and information is retrievable. We run records management courses for all the government ministries. In a sense that's a third function.

Over the last 10 or 12 years, the work of the archives has been very much assisted because that system of records management programs under which each ministry must identify its records in series with a descriptor before they can destroy them.

In the old days, 15 or 20 years ago, the archivist had to go after records he felt might have a large amount of research value by a guess system. Now all records are scheduled. They are kept so long in the office of origin and then in the second step they go out to the Cooksville records centre, a low-cost holding centre, and then finally they are destroyed or sent to the archives proper. Now for the first time we have records officers in each ministry and we are able to identify material, whereas it was a hit or miss system earlier.

As for the increases this year, the principal increase over last year is a special grant for furnishings in the archives building. We



moved to a sixth storey and we were at the limit of our storage capacity; we need certain new equipment and shelving—that's \$50,000. A large part of the increase this year is in that.

The other increase would be in salary changes. That's the principal item. There have been no increases in staff.

**Mr. Kerrio:** Thank you very much, I was most interested. I am very pleased to see that the kind of ability to deal with those important documents is now such that the archivist who will come behind you will have a certain pattern set up that may be much more efficient.

**Mr. Chairman:** would you like to deal with that one item if the other members have questions? How would you like to handle this as we have people who are involved with one specific item?

**Hon. Mr. Welch:** Maybe, Mr. Chairman, if it were fitting we could concentrate on the archives vote and—

**Mr. Foulds:** I would like to do these item by item.

**Hon. Mr. Welch:** If there are no questions of the archivist we'll just carry that item.

**Mr. Chairman:** Do you have any questions on item 1?

**Mr. Grande:** First of all I would like to join with the minister and the Liberal critic in actually thanking you for the immense work that you have been doing over the past years, even though out there not so many people realize the tremendous amount of work that is stored in the archives and the tremendous amount of work that is done in terms of restoring and maintaining those records. Nevertheless I know that researchers and historians who have plans for producing books, books that will be used everywhere, find them of immeasurable value. As I said, thank you.

You mentioned that government material finds its way into the archives after a certain number of years. Does that include the government material that has been made public and the government material that has never been made public?

**Mr. McOuat:** Yes, some has never been made public. We service material that is still closed in the sense that access to it by researchers needs to be cleared with the originating agency.

It might remain in the office of origin for, let's say 10 years or a shorter period. It might be stored at Cooksville for a short period and at the end it comes to the archives.

But if you're speaking of access, that's another problem. Even if material is in the

archives, certain types of material might still be restricted. All that means is the originating agency has control. If a person wants access to recent records he would have to clear it with the ministry concerned, whether the originating agency is Health, Social Services or whatever. The archives doesn't set a separate policy on access. Our job is to see that material is preserved so it can ultimately be used for research purposes. The question of access is something else.

**Hon. Mr. Welch:** Is it not true, Mr. McOuat, that my critics should be very careful in what they say in these estimates, because this Hansard will find its way to the archives eventually and succeeding generations will be passing judgement on them on the basis of that record?

**Mr. Foulds:** Should they have the patience to read through it.

**Mr. Kerrio:** Would the new quarters reflect on a new image, so that we don't picture the archives as being remote and dusty and hard to find?

**Hon. Mr. Welch:** They must drop over and see them. They're far from that.

**Mr. McOuat:** It's quite an attractive building actually, as it stands. It only needs a large storage space, so that won't help the intrinsic appearance of it very much.

The point is, last year we had about 12,000 visits. One thing you can't do is compare an archives to an exhibits institution because there isn't much visual to see. There are very few exhibits; there is no three-dimensional material. But of those 12,000 visits, the point is they extracted from our material the evaluations that go into books on Ontario history. If you look through almost any book on Ontario history, whether it's Careless or Creighton, and you look at the footnotes, you see time and again references to archives. This new book that came out on Premier Ferguson, for example, couldn't have been written without the Ferguson papers in the archives. So while the actual number of visitors to an archives compared to visitors to, let's say, the Royal Ontario Museum is minuscule, in the ultimate effect in the way of published material, school textbooks and so on, is large. The re-evaluation reaches a very wide audience. But the number of people visiting an archives tends to be restricted to people who have read secondary library sources and want to go into more detail in primary sources which to a lot of people would be meaningless. Once they've mined these sources and gotten into the books, that's where you reach your wide audience.

The main reason for the \$50,000 increase this year is that we're at the end of our storage space. You require the storage area, that's what it is.

**Mr. Grande:** I just have one comment, if I may, and it's the first time I experienced going to the archives and doing a little bit of work. I was a teacher for eight years and I found that in going through the archives and getting hold of some of that old material—for example, in terms of our history, Champlain, Cartier, et cetera; valuable manuscripts that were produced at that particular time—as a teacher it was of immense value for me to be teaching the history with the real documents in the classroom. At least for myself, I found it to be a tremendous assistance and value.

[2:30]

**Mr. McOuat:** I wish more school teachers would come. As you can understand, while we can't allow fragile original documents out, photocopies can be made for teaching purposes in the class. Increasingly, teachers are doing this.

**Mr. Kennedy:** I just wanted to ask, do you do microfilming there of some of these documents?

**Mr. McOuat:** Yes, we do.

**Mr. Kennedy:** That is available, with equipment, so anyone interested could go in and draw those out and have a look at them?

**Mr. McOuat:** This is right. There is a nominal charge for it and we can do it. There may be a backlog and there may be some time before delivery. We have a photostat camera, microfilm camera, Xerox machine and a photography lab.

**Mr. Kennedy:** Do you decide what to microfilm? Do you keep the original as well? What is the purpose of that?

**Mr. McOuat:** We use microfilm in different ways—first of all, in answer to client orders. If a university wants a run of certain research records then we will film those records for them.

We film records to preserve fragile material in the reading room, so people aren't handling the original documents. That is the second purpose.

Then we may microfilm material from the private sector when we are unable to obtain it; either it is too expensive to buy or the people don't want to let it go. In that case, we may bring that in on microfilm.

Are you speaking of microfilm within the ministries as an economy measure?

**Mr. Kennedy:** No, just material that comes to hand. I think you have answered the reasons for it, and confirmed that it is available.

**Mr. B. Newman:** I wanted to ask, if assistance is given to groups, organizations, churches and so forth in developing their own historical background and their own archives? I can recall one of the organizations in my own community asking for that. I think they may even have asked for financial help to do that. If they were to ask you, would you guide, direct them and inform them as to how they go about doing this?

**Mr. McOuat:** Yes, we have done this but within staff limitations. It is hard to spend too much time on it. We have done another thing, for example, in Windsor. The Hiram Walker Museum had some very early and fragile documents. The care of original documents needs very highly specialized storage conditions which aren't available in most local areas. We have their originals, but they have microfiche of them. All the research information is in the Hiram Walker Museum, but the fragile, original material is in the provincial archives.

We do give advice to local archives within the limits of staff time. We have assisted a lot of local archives. There are no grants to these archives.

**Mr. B. Newman:** You don't provide grants, but I would assume the ministry through some other source does provide grants for the development.

**Hon. Mr. Welch:** I think perhaps when we get to that vote—

**Mr. B. Newman:** It's in one of the other votes?

**Hon. Mr. Welch:** Yes.

**Mr. B. Newman:** I wanted to ask if Wilstead would come under another vote?

**Hon. Mr. Welch:** That would be under the Ontario Heritage Foundation.

**Mr. B. Newman:** How about Indian burial grounds? I can recall there was a lot to do back in the St. Catharines area. How is the ministry involved there?

**Hon. Mr. Welch:** We are involved through the Royal Ontario Museum, but particularly through archaeological licensing and so on, which will come up in another part of this vote.

We thank Mr. McOuat and hope that he will also carry with him our appreciation to all members of his staff. We do tend to take people for granted, particularly when they are here every day but not necessarily in this

building. We do appreciate the work very much.

Item 1 agreed to.

**Mr. Chairman:** I understand we have personnel here from the Thunder Bay area for item 4, so perhaps we could take that next. Then there are people from out of town also for item 3. On item 2 we could revert to personnel from the city. Would it be all right to go to item 4?

On item 4, Old Fort William:

**Hon. Mr. Welch:** On this item, Mr. William Lee, who is in charge in that particular area, is with us today along with Mr. Otto.

**Mr. Chairman:** Mr. Lee is a familiar figure here.

**Mr. Kerrio:** Might I ask at this juncture to what degree Mr. Lee participates in the management of the restoration at Old Fort William? What is his prime function in restoration?

**Mr. Lee:** I have been with Old Fort William since December 1972. We were not involved in the reconstruction of the fort at all. This was carried out by a private company which continued until January 1976. But we were involved in the operational end of the fort from 1974 on.

**Mr. Kerrio:** I wonder about the kind of contract entered into; were you an intermediary between the contractor and your ministry?

**Hon. Mr. Welch:** Perhaps we had better get our periods of time correct. Are you interested in going back over some of the history as to the reconstruction?

**Mr. Kerrio:** I would like to go into some of the basics of whether that reconstruction was on what was considered the original site or whether it was on other land?

**Hon. Mr. Welch:** Those questions perhaps could be directed specifically to Mr. Lee, although he did not have responsibility at the time. As you know, it is about two ministries ago. I guess it started in the Ministry of Industry and Tourism, was transferred to the Ministry of Natural Resources, and is now transferred to us. So we have it sort of third-hand. But I think we can rely on our history about this.

**Mr. Kerrio:** What I might ask then is whose responsibility would it have been for project management?

**Mr. Lee:** It was under Pigott Project Management. They were responsible for the construction and they were on the site until January 30, 1976.

**Mr. Kerrio:** I am concerned about the management at the site, and I am not really clear in my mind; maybe we could just go over that again. Pigott from Hamilton were given a contract to reconstruct the fort. What kind of tendering procedure was used? How did we go about hiring the firm? Did we have any kind of consultants at the top end?

**Hon. Mr. Welch:** You will have to realize now, Mr. Chairman, that although we might share some information, that really goes back a few years for which we were not responsible.

**Mr. Kerrio:** I don't care to pursue that. If the information isn't available, let me come up to date. In the final phases, we will say, since such time as you have taken over—

**Hon. Mr. Welch:** I think Mr. Lee could speak from the time he has had responsibility at the fort.

**Mr. Kerrio:** —what has been the series of functions? How are we working on the project?

**Mr. Lee:** Basically, there is no further construction taking place. I am responsible for the operation of the site and the further development of the site.

**Mr. Kerrio:** Who would do that?

**Mr. Lee:** We have recently developed a master plan for the completion of the fort, which is a very different document from that which National Heritage initially started out with.

**Mr. Kerrio:** Did your staff develop that plan or was some consultant brought in to do that work?

**Mr. Lee:** It was developed through the ministry in conjunction with the Ministry of Natural Resources who employed a landscape architect to develop that plan.

**Mr. Kerrio:** Then most of this work is out, and the buildings per se were finished before we got involved in this phase of the reconstruction?

**Mr. Lee:** The historic buildings—all 54 historic structures—were completed by January 1976.

**Mr. Kerrio:** These are some of the questions that I would like answered. I asked about whether it was reconstructed on what was considered the original site or what I am going to refer to as the flood plain. Is that a valid question? Was it incumbent on the ministry to build it on the flood plain because they wanted to build it on the original site? What was the reason for the site?

**Mr. Lee:** We're going back long before my time.



**Mr. Kerrio:** Then you might answer some of the subsequent events. Has the fort been built on the flood plain—or partly?

**Mr. Lee:** Partially.

**Mr. Kerrio:** Do you have any idea how much damage has been done to some of the buildings that may have been affected by water and the damage to some of the fort's historical documents that may have been stored there? That's my concern.

**Mr. Lee:** As far as the damage to the buildings themselves goes, the historic buildings suffered practically no damage whatsoever.

The interior of one building, namely the basement of the great hall, did suffer some damage because the basement was under water for 36 hours. The walls and insulation are going to have to be replaced in that building, but the only other structural damage that occurred was to the decking of the wharf which was lifted off and which floated downstream. That can be remedied by anchoring both ends of the decking; originally it had been anchored at the water edge only, and the back end lifted off and was swept away. So that is in process of being redesigned and replaced.

It is relevant, I think, to point out that James F. MacLaren Ltd., an engineering company in the Lakehead, did a study of the flood plain to produce a flood plain map of the Kaministiquia this summer and the results are available to the Lakehead Region Conservation Authority and to the Ministry of Natural Resources which, using that information, produced a study on September 8 and 9 flood.

**Mr. Kerrio:** Are you concerned, Mr. Lee, about a recurrence?

**Mr. Lee:** Very definitely.

**Mr. Kerrio:** What about the documents? They seem to be of the greater importance. Did we lose valuable documents at that time?

**Mr. Lee:** We lost some documents. Many, many other documents were damaged and I would like to make the point that most of these were in the basement of the great hall which was designed as a surplus storage for surplus artefacts; it was never designed to be a curatorial office at all. When the project is completed and the curator is in proper facilities there will be no further losses of that type.

The same applied to the library which is in a temporary structure on the site which was not designed for that purpose at all.

So I think it's safe to say that the most serious losses which occurred on September 9 will not recur because we are moving those

facilities into the lofts of other buildings out of harm's way.

**Mr. Kerrio:** Another problem which I wonder if you can identify with is that it seems that at some phase—and you will have to correct me if I can't get a date here—the project manager issued a contract amounting to \$15,000 to have a stone wall reconstructed after it collapsed. There was some question between the contractor and the project manager as to whose responsibility this was, and in this case they appointed an arbitrator who decided that it should be rebuilt at no cost to the province.

For some reason that has not been explained, this particular part of the building was reconstructed but in fact the province paid for it. Do you have any knowledge of that, Mr. Lee?

[2:45]

**Hon. Mr. Welch:** Mr. Chairman, I am wondering if I could perhaps ask Mr. Otto to attend to that. This was the subject matter in public accounts a week ago; we were called to public accounts—

**Mr. Kerrio:** Oh, I wasn't aware.

**Hon. Mr. Welch:** —and it may be that Mr. Otto could bring us up to date with respect to what happened and the accountability there.

**Mr. Otto:** In appearing before public accounts last week to address the concerns that the Auditor had raised, we explained to them that the building did not fall down, it was demolished or taken down to part height in the interests of public safety. We then addressed the question of responsibility with the project manager, National Heritage—I will use the phrase "project manager" here as opposed to "construction manager."

**Mr. Kerrio:** Would you explain "project manager"?

**Mr. Otto:** I am using the terms used in the contract here. National Heritage Limited was referred to as the project manager, Pigott Project Management as the construction manager.

**Hon. Mr. Welch:** That's that construction lingo you would know about.

**Mr. Kerrio:** The hard part of the building industry is getting through that part of the business—getting to the bricks.

**Mr. Otto:** When we did not agree on the responsibility we proceeded to arbitration. The arbitration report was delivered and it assigned no responsibility to the province. However in addressing then the question of what we as a ministry should do, we assessed the chances of our forcing the project man-

ager to rebuild without taking the matter to court. We looked at the length of time it was expected to take through the courts, and the best estimate was two years.

I am given to understand that one would proceed to rebuild and then recover the damages in the courts. We looked at those costs, and they might have been anywhere from \$50,000 to \$70,000 which we would have been seeking to recover in the judicial process. We also had legal fees on top of that.

The decision was made in response to a proposal by Pigott Project Management that with men and materials on site they would rebuild the stone store and they would charge only for time and materials. There was going to be no overhead in this and the reconstruction costs on that basis would be allocated one-third/one-third/one-third. The province's third would be \$15,000 at maximum.

**Mr. Kerrio:** But the arbitrator had made the decision that they didn't think the province should pay.

**Mr. Otto:** Quite clearly—

**Mr. Kerrio:** That is not that important to me. This raises another question. Did the contractor continue then and do more work on the job?

**Mr. Otto:** No, this was the last building.

**Mr. Kerrio:** I had hoped that might be true.

In the project management that would have wound up all the construction then—that particular aspect of it—so there is no point in asking if you had forthwith dismissed or eliminated their services.

There is another concern that possibly is not tied in with the construction but, I imagine, with the function of Old Fort William. There was an overrun on facsimile in the neighbourhood of \$200,000; there was something like \$42,000 extended beyond that original estimate. Do you have some feeling about what happened there?

**Mr. Otto:** Am I right in assuming again you are speaking to the Provincial Auditor's report on the archaeological project?

**Mr. Kerrio:** Yes.

**Mr. Otto:** Again that was an item which we addressed in the public accounts last week. The Fort William archaeological project was undertaken to complement the reconstruction of the fort. That is, they were looking for in-ground evidence while others were searching in archives and places like that. The project was substantially complete at April 1, 1975, when the Ministry of Culture and Recreation assumed this project. I say "substantially complete" as there was

a little bit more work to be done, a very small amount.

In the contract with the university that was supervising this contract, giving it professional direction, there was an amount held back until the final billing. It was to ensure that the public investment in that work was not lost by our saying, as of April 1, "That is the end of the project." We continued for another three months by letter between the minister and the university to extend the arrangement. That was the basis on which the Fort William archaeological project was wound up.

**Mr. Kerrio:** I just have one more question. You may or may not be able to answer this because I imagine the question goes back somewhat to the original reconstruction, but I would like to know if you have this kind of information.

It seems the ministry was invited to excavate a tract of land owned by the Canadian Pacific Railway in that area, presuming it was the original site. I wonder if you have any knowledge of whether the ministry undertook those areas of researching that part to see if it was in fact worthwhile to reconstruct on the original foundations or move to the subsequent site?

**Mr. Otto:** I take it you are speaking to the original archaeological excavations.

**Mr. Kerrio:** Yes.

**Mr. Otto:** Just this last summer Canadian Pacific was lifting some of its tracks and invited us to observe, as the ground was graded away, to see if there was further information.

**Mr. Kerrio:** Was there any confirmation that that may have been the original site?

**Mr. Otto:** It certainly was. The Fort William archaeological project was excavating in between tracks and ties and coming up with a lot of information on that basis. The site extended not just over the railway yards at Thunder Bay but back into the residential areas which are across the street from the railway yards. The environs which the original fort would have had, the forested areas and approaches and that, went further back into the residential areas.

**Mr. Kerrio:** Mr. Chairman, I would take your direction now as to how you want to pursue this particular vote because I know Mr. Foulds is interested in this vote.

**Mr. Chairman:** We will stay on item 4 and complete it.

**Mr. Foulds:** Could I follow up with some questions? Do either of you have any idea

what the total capital expenditure for Old Fort William has been? It has been completed now, I gather, since 1976.

**Mr. Otto:** I believe for the last fiscal year for which reports were made the amount was about \$12.7 million.

**Mr. Lee:** I think that should be qualified too, because the Fort William archaeological project costs are included in that figure.

**Mr. Foulds:** Really what I am leading to is, that after the recent flood in Thunder Bay in September there were some rumours in the city that the original plans had called for some diking around the site, and that had been eliminated in putting the old fort on the site fairly early on in the plans to keep the cost down. Do any of you have any knowledge of that?

**Mr. Lee:** I have never heard of that.

**Mr. Foulds:** Would there be any way of finding out with the original plans from Pigott or National Heritage whether that would be available in those documents?

**Mr. Lee:** We could certainly check: I don't believe that there were ever such plans because it was not on any drawings that I saw or any papers. I very much doubt if it was in the plans.

**Mr. Foulds:** Are there any plans at the present time to institute a series of diking procedures to protect the portion of the present site that is subject to the flood plain?

**Mr. Lee:** I was going to mention earlier that this report, of which I have a copy here, indicates that the regional flood levels on the Kaministiquia River call for a flood level of 610 feet at the fort and something like 26,000 cubic feet of flow in the river. On September 9 the levels were 615.4 feet and the flow was 37,000 cubic feet. This study which has just been completed by Natural Resources indicates therefore, that the September 9 flood was about 42 per cent above the regional flood level.

**Mr. Foulds:** Are you talking about a regional storm level?

**Mr. Lee:** Above the regional storm level or the 100-year level. That means, in effect, that based on those figures the fort can withstand the regional or 100-year flood level without any serious damage at all. Since that time, there is a study which is being initiated through Government Services to look into the possibility of raising the west bank of the river, as you have suggested, and possibly also deepening the channel in front of the fort. This study is now under way or it has been approved.

**Mr. Foulds:** Does that include doing some dredging further downstream or do other environmental factors and damages come into play there?

**Mr. Lee:** This is a possibility. We have got such very little fall between the point and the lake that dredging is not going to do very much. There is only a difference of about a foot in levels. This will all come out in this study, hopefully.

**Mr. Foulds:** In 1969 or 1970 there was a preliminary flood plain study done by the conservation authority. This obviously is not within your direct jurisdiction. There was a preliminary study on every stream within the jurisdiction of the Lakehead Region Conservation Authority, except the Kam. I don't have the terms of reference here but they are in my office in Thunder Bay. In the terms of reference given to the consultants at that time was a request for a study for the lower part of the Kam River, and that was never done in the final report. Do you have any idea why that happened in that sequence?

**Mr. Lee:** None whatsoever.

**Mr. Foulds:** I have been trying to get hold of the conservation authority to find out myself because it is an intriguing piece of information.

**Mr. Otto:** I am given to understand—and this is second-hand, so I didn't look it up in the archives myself—that the original site has flooded within known history on account of ice backing up at the mouth of the river, so that however much you may deepen the river and while normal flow passes on very well you still have those extraordinary circumstances where you could have a flood from the mouth of the river right back up to the site of Old Fort William.

**Mr. Foulds:** The sites are about seven or eight miles apart.

**Mr. Lee:** Right.

**Mr. Foulds:** What is your estimated cost of the actual damage that occurred because of the flooding on September 8 and 9 and then the subsequent flooding on September 22 and 23, which I don't think would have been nearly as serious?

**Mr. Lee:** We have figures but these are very much estimates. They include such things as replacement of our fire alarm system which was unsatisfactory before the flood. We had 24 false alarms this summer before the flood and the flood did not help the fire alarm system. It has to be replaced. The estimate includes moneys of that nature but the cost is in the neighbourhood of \$400,000.



[3:00]

**Mr. Foulds:** So it's approximately half a million. I'm exaggerating; \$400,000 is the cost that includes the replacing of some things in the forge and the buildings that were damaged.

**Mr. Lee:** That includes all of the replacements—assuming that we can replace everything. A very large portion of that is salaries, of course, for the staff.

**Mr. Foulds:** There are additional salaries in terms of restoration work?

**Mr. Lee:** Yes.

**Mr. Otto:** There are two elements to recognize within that though; one is repair and the other is prevention. Some of those costs are going to apply to preventive things knowing, as we do now, that the river can rise and be very troublesome when it does.

**Mr. Foulds:** Can I then ask you what specific preventive measures you plan to take? And what is the cost estimate there?

**Mr. Johnston:** Two of them you've mentioned involve relocation for both the archival material and the library. That's the two major preventive moves right there. The areas most exposed to damage will no longer have materials in them that are subject to damage.

**Mr. Lee:** The wharf is another one. It's going to be redesigned and anchored. Our original estimate on the cost of driving pilings was \$29,000. The cost has actually come in at something like \$15,000 so that's why I say these figures are very much estimates at this stage. But the wharf is another one. There is the study by MGS of the bank—the question of building up the west bank to prevent a flow over the site.

There is preservation of all wooden floors that were exposed to water.

**Mr. Foulds:** So you would use a preservative material?

**Mr. Lee:** Yes. There's moving the curator in the library. There's replacement of the footbridge to the site which was only a temporary footbridge. We are also planning to put in proper washroom facilities to replace the provincial park type washroom facilities, although those were not really damaged to any great extent but they were very primitive facilities to start with.

**Mr. Foulds:** Was any of this covered by insurance?

**Hon. Mr. Welch:** No.

**Mr. Foulds:** None of it was covered by insurance?

**Mr. Kerrio:** Purely an act of God.

**Hon. Mr. Welch:** The government is self-insured.

**Mr. Foulds:** How much revenue did you lose or is there any projected figure of loss of revenue because you had closed the site earlier? I guess it was about three weeks early and you had been having a good season.

**Hon. Mr. Welch:** Is it possible to estimate that, Mr. Lee?

**Mr. Lee:** Yes, we were closed about 50 days earlier or we lost overall about 50 days from the previous year. Our revenues were up though, from about \$220,000 the previous year to \$250,000 in spite of that.

Our admission sales were down but our retail and souvenir sales were up substantially over the previous year. So the revenue was well up in spite of a shorter season.

**Mr. Foulds:** But what you're telling me is that you lost approximately 50 days, and this is a very rough figure, and you could have expected another \$50,000 to \$75,000—some in revenue had the flood not taken place.

**Mr. Lee:** It's quite possible.

**Hon. Mr. Welch:** I hope the record shows that's your estimate. It's difficult you know, I mean—

**Mr. Foulds:** Oh look, I understand that.

**Hon. Mr. Welch:** We lost revenue, there's no question about that. We were closed down 50 days.

**Mr. Foulds:** And it was in a period where in any event there would be a declining revenue, in the latter part of the season. I understand that, I'm just trying to get a kind of a figure.

I'd like to just switch very briefly to another aspect of Old Fort William and the flood damage and so on. That's to deal with staffing policy and correspondence that we've had over summer student hiring and levels of pay.

First of all, how many full-time permanent employees?

**Mr. Lee:** In complement there are six. There are 27 full-time contract staff.

**Mr. Foulds:** So there are 33 on year round.

**Mr. Lee:** Right.

**Mr. Foulds:** During the summer you obviously hire your interpreters and guides and so on. How many additional people do you hire and for what period of time?

**Mr. Lee:** I think the highest our total staff reached was about 210 last year. It varies from day to day because there are resigna-

tions and people moving away. I think that was about the peak.

**Mr. Foulds:** At the highest point you would have 180 part-time staff. Do they work a full work week or do you take some of them for a couple of days? Is there any kind of organized procedure?

**Mr. Lee:** Yes. They work five days and they are off two days.

**Mr. Foulds:** So you may have two or three people trained to do, say, the interpretive job in the hospital?

**Mr. Lee:** Right.

**Mr. Foulds:** Have you established a uniform wage policy for the coming year, because you had a wage differential and there was some controversy over that this past summer?

**Mr. Lee:** There was indeed.

**Hon. Mr. Welch:** Mr. Tieman?

**Mr. Tieman:** Perhaps I could reply to that.

The question of student rates for next year is under review right now and, of course, it is part of the question of Civil Service Commission policy for next year. It will also be affected by the salary allocations and budgets for next year. We are examining that very carefully with the various facility people who hire a lot of students, including Mr. Lee and Dr. Wilson from the Science Centre and Mr. Montgomery from Huronia, as well as our program staff from Toronto who also hire students, because we have quite a variety of situations and we are simply examining the whole question of equitable treatment, essentially. We would expect to have that question resolved in early January.

**Mr. Foulds:** The only point I would like to make at this stage, because I think there is no use going over past battles and frictions and so on, is that the policy be a uniform one that can be equitably applied from the beginning of the season, so that the contracts under which the students or the part-time people are hired are similar or the same and so there aren't the confusions and the possible frictions that arise within staff. Sometimes justified and sometimes unjustified feelings erupt because of that.

If you could assure me that policy will be firmly in place before the opening I would let that go at this point.

**Mr. Tieman:** We are well aware of the problems and concerns that have been experienced at Fort William and in other areas. Part of the problem I might mention is that the facilities that were transferred to the Ministry of Culture and Recreation all came

from different ministries and had different pay policies, and we have had some difficulty, because of the wide variety of situations, in trying to define an equitable policy. But I can assure you that there will be a policy well in advance of the next operating season.

**Hon. Mr. Welch:** Equity will prevail.

**Mr. Foulds:** And if it is humanly possible within Darcy McKeough's restraints, generosity as well.

**Hon. Mr. Welch:** Equity will prevail.

**Mr. Foulds:** That's what I was afraid of. That's all I have on this particular item.

**Mr. Kennedy:** Mr. Chairman, I just want to ask Mr. Lee a couple of questions if I could on retail sales, particularly souvenirs and artefacts. What proportion of these are Canadian made and what proportion of that would be native produced?

**Mr. Lee:** I would say that 100 per cent are Canadian, although we may eventually get into some American produced items. A very large percentage are native items. I think it is fair to say that that percentage would be close to 50 per cent and a very large percentage of that is produced in north-western Ontario.

We have three sources locally. I think the fourth has a tremendous potential as a market for our own native crafts. We are doing our best to develop that.

**Mr. Kennedy:** Do you order direct from the manufacturers, to use that term?

**Mr. Lee:** This is one of the most difficult aspects of this in that there really isn't a proper agency looking after the native peoples' products. There are many individuals in this business and you have to deal with them on an individual basis. They are unable to supply in great quantity and there are a number of difficulties in this area at the present time. I believe the federal government is addressing themselves to developing a marketing agency—this is what's really needed to get it co-ordinated.

**Mr. Kennedy:** But, in your experience since you have been there, do you see any considerable potential for this? Is this what I understand is the scheme?

**Mr. Lee:** There is a very great potential, a very great one.

**Mr. Kennedy:** What do we need to do then besides have the federal government try and bring together an agency and encouragement? Can something be done within this ministry? Maybe I should ask the minister that question, because it seems to me to be very pertinent and not only applies to Old

Fort William, but to many conservation areas which are doing similar projects, opening in the summer for international tourists and for our own tourists.

**Hon. Mr. Welch:** Mr. Chairman, I might point out to the hon. member we are very interested in this and ought indeed to be promoting it. The more people of course who go to Fort William will be exposed as customers for this particular merchandise.

We have one of our staff people with the Indian community secretariat very much interested in this from the standpoint of how we might help the native people. Maybe when we get to that vote, that is the Indian community secretariat, a bit later we could perhaps even develop that in a more general way, in the hope of helping our native people in this regard.

**Mr. Kennedy:** I would like to do that because so much of the activity in the north is seasonal. Obviously it could be year round.

**An hon. member:** Preparing for the next season.

**Mr. Kennedy:** That's right.

**Hon. Mr. Welch:** Perhaps we could bring that up later under the proper vote, Mr. Chairman.

**Mr. Foulds:** Just one short question. Mr. Lee mentioned in the earlier part of his remarks that a portion of the Fort was on the flood plain. I think he mentioned that part of it is in fact relatively safe unless a national disaster occurs. Have you got any estimate what vital buildings are on the flood plain?

**Mr. Lee:** I was looking at this map at city hall just the day before yesterday and the flood plain on that point looks to be 100 feet from the water's edge, around the point.

**Mr. Foulds:** So it goes into the actual palisades there about 50 feet?

**Mr. Lee:** That would be about it.

**Mr. Foulds:** So the front buildings are the vulnerable ones?

**Mr. Lee:** According to the flood plain map, unless you get a channel cut behind them.

**Mr. Chairman:** Any more discussion on this item?

Item 4 agreed to.

**Hon. Mr. Welch:** Before Mr. Lee goes, would you permit me to say this: There has been some discussion, Mr. Chairman, on the special problems with the fort. I had the pleasure of being at Fort William on about three occasions. I am tremendously impressed with what is going on there. We are very

grateful to Mr. Lee and to a very dedicated staff for their work. In particular their recent problems in early September really required service above and beyond and I think we should take note of that and ask Mr. Lee to accept our appreciation and to convey it as well to the members of the staff.

We have a great fort in that particular part of the province and I hope that more of our people will be introduced to it, but in addition to that, we have some very, very fine people who are part of the Old Fort William family there, who work very enthusiastically for us and I just want to say thank you.

**Mr. Lee:** Thank you, very much.

**Mr. Kennedy:** I've been there twice, Mr. Chairman, and in each case I can endorse your remarks wholeheartedly.

[3:15]

**Hon. Mr. Welch:** Excellent staff. They were very, very good.

**Mr. Foulds:** I certainly don't want to be left out. I live there.

**Mr. Kerrio:** Put out of the actual site—

**Hon. Mr. Welch:** There are certain politicians up there though that are questionable, but other than that—

**Mr. Kennedy:** It's your riding.

**Mr. Foulds:** Oh, no no. It's Fort William.

**Mr. Kennedy:** I think I know the member.

**Hon. Mr. Welch:** He's under water.

**Mr. Foulds:** No, I'm on the hill. I'd just like to point out that in spite of a number of original difficulties in terms of the fort itself and in spite of a number of controversies about whether it should have been where it is or on the original site, I think the staff, particularly in Old Fort William, have done a very fine job of turning that into one of the well loved institutions in that community. Occasionally I have a cynical moment about it; there's no doubt about that. However, by and large it serves the people of the area and it helps the people of the area very well.

**Mr. Lee:** Thank you very much, sir.

On item 3, Huronia historical sites:

**Hon. Mr. Welch:** We are dealing in this item with the Huronia historical sites—Sainte Marie Among the Hurons and the Historic Naval and Military Establishments. Mr. Robert Montgomery has the position of responsibility in that connection. No doubt with all of our help, he'll be able to respond to the directed questions, or we will respond with his help.



**Mr. Kerrio:** Specifically, Mr. Chairman, in this vote, are we talking about item 3 as it refers to the Huronia historical sites?

**Mr. Chairman:** That's right.

**Mr. Kerrio:** Well, Mr. Minister, how many sites are we relating to here?

**Mr. Montgomery:** There are two.

**Mr. Kerrio:** Would you care to describe them for us, sir?

**Mr. Montgomery:** Both sites are located in an area called Huronia, which is roughly Simcoe county just north of Barrie. Both are located on the original sites of the historical communities.

Sainte Marie Among the Hurons was the earliest European settlement in Ontario and actually inland in North America; it comprises about 25 historic structures, modern service buildings and so on. There's a program similar to the one you are familiar with in Fort William, where people visit and costumed personnel demonstrate crafts and lifestyles of the period.

**Mr. Kerrio:** Is it close to the Midland-Victoria Harbour area?

**Mr. Montgomery:** Yes, it's in Midland.

The Historic Naval and Military Establishments are about 11 miles away in Penetanguishene; it's a reconstruction, again on the original site, of a British naval outpost and military garrison base. There are about 18 historical buildings, one of them being original—the officers' quarters—and there are programs for guests during the summer as well as school programs in the off-season, in the spring and fall.

**Mr. Kerrio:** Wasn't the one at the Midland site completed only within the last four or five years?

**Mr. Montgomery:** No, it was completed in 1967.

**Mr. Kerrio:** In 1967. That's a little longer than I—

**Mr. Montgomery:** It was begun in 1964.

**Mr. Kerrio:** What has happened in the visitation in those areas over the past three or four years?

**Mr. Montgomery:** The visitation has remained relatively constant, being 165,000 to 175,000 a year. That we feel is very good in that the area as a whole has had a decline in tourism over the last number of years. This year we've had about a seven per cent increase over previous years, so our attendance was up. Revenue from sales and similar outlets, publications, souvenirs and that type of thing, has had an increase of about

15 per cent a year. This year it was about \$45,000.

**Mr. Kerrio:** I don't feel, Mr. Minister, that this question should be directed to one specific site. Tying in the problems we're having within the Ministry of Industry and Tourism where our tourism is down considerably in most of these restored areas and in those areas that come within the purview of your ministry, are we actively engaged in seeing what can be done, what means we might have to increase the participation of visitors to those areas?

**Hon. Mr. Welch:** I think Mr. Montgomery could share with you what type of promotion his operation does to encourage people to visit these particular establishments.

**Mr. Montgomery:** We have a limited promotional budget which we use basically in the local area and also in the Metro Toronto area, because that is a prime market that has been established for us.

We do work however, with the Ministry of Industry and Tourism in producing lure packages that go to both the US and Europe. We have most recently co-operated in the production of a tourism film in both French and English which is going throughout Ontario and the French market in Quebec as well as into Europe and border US stations.

We are also co-operating with them all the time, basically with tour operators who have tours that come to Ontario—then set up package-type tours. We have hosted about 45 of those tours this year and worked with them in putting on a special day to show them the types of things that are available in our area and maybe tie it in with a whole week's program. We would help them set that up, so we do work with them.

**Mr. Kerrio:** Yes. This ties in with my concern about developing attractions we do have in Ontario—encouraging people to come.

I imagine the visitation must be predominantly Canadian. Would that be true?

**Mr. Montgomery:** I'd say it is predominantly Canadian. However, over the last three to four years we've had a remarkable increase in European visitation and that's partially due to the Ministry of Industry and Tourism's program in Britain and continental Europe. We've found it necessary to employ people who speak many different languages, Dutch and German being the two big ones, because they are concentrating in those areas. We get a lot of visitation from both Germany and Holland basically, where there are group tours and so on.

**Mr. Kerrio:** Is that general, then, in all of

the restored areas, Mr. Minister? Are you left much to your own resources to spend those dollars individually or—

**Hon. Mr. Welch:** I think so, but as Mr. Montgomery has pointed out, we do in fact have a liaison with Industry and Tourism and certainly are identified in publications with which there is an overall governmental responsibility as well as identifying places of historic interest. Actually it would be very difficult to promote tourism in Ontario and avoid the historical resources and I think that there is an obvious interest in Industry and Tourism. As you know, coming from an area where it would be very familiar to you—these things are, in fact, identified and emphasized.

**Mr. Kerrio:** I would make a comment here based on some of my experience in Niagara. I was quite surprised in talking with the owner of Marineland, in getting information from him that his figures show that while many people think those people who own attractions in Niagara take advantage of people who are there to visit the falls, he has created his own market. He has, in fact—and this surprised me—65 to 70 per cent Canadians visiting Marineland so he hasn't exploited people there to visit the falls.

I am intrigued with this kind of thinking and when I see a \$2 billion tourist deficit I would like to see us encouraging Canadians particularly to visit some very worthwhile sites we have.

I have been to that site in Midland and to the one at the Lakehead. I would not have gone had I not been involved here with the government; I am trying to see how we can induce the average citizen to go to those places. I think it might be a way of getting income raised there and encouraging people to travel here. I am pleased to think that you are doing such things and that we have the interest of the Europeans coming here.

I think that is about all I have to ask with reference to those specific sites.

**Mr. Grande:** I really don't have a lot of questions at all regarding this. I have been to Huronia historical sites three times now and every time I've gone I've learned more and more. It's a tremendous place and that's all that can be said about it.

One of my concerns every time I have gone is not necessarily on the site, but just a bit further away from the site where I understand there is an Indian village. I don't know the extent to which you are looking after that, because it appeared to me at that particular time that it needed some looking after. As I have said, I don't know if it

is your responsibility or not, but I certainly would hope that particular Indian village would be looked after better than it is.

**Mr. Montgomery:** I think that we would also share your concern. That is a private operation that has nothing to do with our operation, but because many people do connect them, we have been trying to encourage them to do further research and we have made our resources available to them. We have also offered to help them on a personal basis with displays and that type of thing to, shall we say, bring it up to standard.

They have recently hired more professional staff who seem to be taking some good steps to make it a better place to visit.

**Mr. Grande:** My concern is raised primarily from perhaps a cultural concern. We go into the fort and we see how well preserved and how well kept it is, and then we go to see the Indian village, or the remains of what used to be an Indian village, and it's not in the same condition as the fort. I just want to try to eliminate the kind of cultural attitude that might prevail in the minds of some people who are used to the Indian and cowboy type of routine.

I appreciate the fact that it's obviously not government responsibility—

**Hon. Mr. Welch:** Obviously we share your concern, as Mr. Montgomery has indicated.

**Mr. Grande:** Yes, and as I said, I appreciate that you're doing everything possible in order to bring that up to some kind of standard.

I was intrigued also—but I guess the Liberal member asked a question regarding the German and Dutch. I just made a note there. I was wondering why, but you answered that question, so I really don't see any reason for continuing this. Hopefully, we can be assured again, as in the answers to the questions that were raised regarding Fort William in terms of the type of materials and artefacts that are sold within the Huronia historical sites, that they would be primarily 100 per cent Canadian made and particularly encouraging the crafts and arts of our native people. I would assume that your answer to that would be yes.

**Mr. Montgomery:** Yes.

**Mr. Grande:** All right. Thank you very much, Mr. Chairman.

**Hon. Mr. Welch:** We thank you, as well, Mr. Montgomery, and also members of your staff, for providing the pleasure you do for so many people and so many visitors. Thank you very much.

Item 3 agreed to.



On item 2, heritage administration:

**Mr. Kerrio:** Mr. Minister, in my opening remarks I had posed a question in regard to our retention of Ontario historical sites and maybe we could discuss this to some measure on the subject of the wooden trestle at Port McNicoll as an historical site.

The reason I'd like to talk about that particular area at this time is that it seems urgent that some resolution be made. I don't have much background information here—I imagine the trestle is on railroad property. Are you familiar with the site? It's the same area, in fact, that you were talking about in your opening—

**Hon. Mr. Welch:** It's obviously a part of the railway right of way.

**Mr. Kerrio:** Probably, probably. But it's in that immediate area and it seems that that particular trestle was one of the only links between western and eastern Canada at the time grain was brought across. They've subsequently built a bypass around it. The historical significance of it is that in two world wars it was guarded by our troops because it was such an important link between those areas. It was built just after the turn of the century and to railroaders the historical value of this trestle is, I imagine, uppermost in their minds. It's one of the significant historical areas they would like to preserve.

[3:30]

I read the letter from the Society for the Citizens of Midland into the record, but now I'd like to point out, Mr. Minister, that those same people who are attempting to prevent the destruction of this particular trestle feel there are private enterprisers who would use it as the focal point of a steam-railway type attraction. The free-enterpriser, I'm sure, could do the kind of job that should be done in this kind of venture. I just thought I'd say that; couldn't resist it.

**Hon. Mr. Welch:** I missed that. I'm sorry.

**Mr. Kerrio:** It doesn't matter. It's really not that important.

We have a letter from the Penetanguishene planning board. I'll give you copies of these letters—you may have them already, Mr. Minister, but I don't want to take that chance. We have letters from the village of Victoria Harbour, from the council chamber at Midland, from the Simcoe County Historical Association, from one of the executive directors of Heritage Canada and from Pierre Berton who has penned a note to suggest that we do all we can in the Legislature—and more particularly, you in that very important place you occupy, Mr. Minister—

to see if we can identify what's happening there so that we at least have some time to consider the alternatives to tearing this trestle down. I think that right now they're just removing the rail.

I suggest that this trestle, over 2,000 feet long in a huge curve over Hog Bay in the Georgian Bay area, is still intact and was used up to six or seven years ago and the fact that it was carrying 300-ton engines until then would point out the kind of condition it's in; even though now it may not be structurally sound enough to carry that size train, it must be in good condition.

**Mr. McClellan:** Would you walk across it?

**Mr. Kerrio:** We're going to move it to Lake Havasu where they moved London Bridge.

However, Mr. Minister, do you have any feelings with regard to this kind of problem affecting people in this area and would you give me an opinion on what might be done?

**Hon. Mr. Welch:** The very short answer is yes. Secondly, I'm sure it will come as no surprise to the hon. member that representatives of the local historical society were in to see me with their solicitor as recently as last Friday, or Thursday; I've just forgotten the date. I saw them the day before yesterday, Monday, talking in your lobby to a member of your caucus. At that time the president of the society was there—a retired Anglican clergyman whose name I've forgotten now. They're dedicated people who are very concerned—

**Mr. Kerrio:** I was really impressed.

**Hon. Mr. Welch:** —about losing this landmark. For the purposes of our brief exchange today let us assume that it has all of the ingredients that are necessary to make it worthy of preservation for the contribution it has made to transportation, in the way it reflects the labour that went into constructing it in the first place and all of the positive things that would make it of historic value.

The people who came in to see me—and they came in late because the day they were in to see me they said that the workmen were there at that time doing something, so it wasn't as if one had any time to reflect upon it—were asking me to do something for which I have absolutely no authority; and I think this has to be in the record.

They were asking me to do something which would have put me in the position of interfering with what at the moment, by statute law, is the prerogative of local government. They report to me, although I do not know this as a fact myself, that the municipa<sup>l</sup> council refused to designate the



trestle and therefore refused to take advantage of the various and appropriate and relevant sections of the Heritage Act which, as you know, and without going into all the details, does provide procedure for stalling demolition to allow time for private interests or other interests to consider whether or not they could muster what would maybe be necessary to negotiate with the railway or whatever the options were.

What they were looking for, of course, was just that. They wanted more time to explore the possibilities of doing certain things which, of course, that Act would have provided if, indeed, the council had designated and set the matter in motion. They wanted me to telephone and to use some type of pressure from my office, which, of course, I thought would be inappropriate.

**Mr. Kerrio:** No, I appreciate that.

**Hon. Mr. Welch:** It was not right for me to interfere with the township council, which was—from my information—unanimous in declining this particular structure.

The Act, of course, is quite clear in that I have no power to issue what you might call a stop order, except in one of its sections—if memory serves me correctly I think it's in the architectural—

**Mr. Otto:** Archaeological.

**Hon. Mr. Welch:** —archaeological area. I do have some power specifically to issue a stop-work order with respect to certain excavations or to protect some archaeological finds. But the Legislature was apparently very deliberate in not giving the minister that power when it came to situations such as the demolition of structures. Therefore, the Act is now quite clear in setting out the steps that have to be followed in order to postpone demolition. If all the steps are followed it can be to a maximum of—180 days?

**Mr. Otto:** It's 270 if the council takes 90 days to make up its mind.

**Hon. Mr. Welch:** Actually, you can work about 270 days out of the system if you do it the right way. And then there are some appeal provisions as well.

So let me go back very quickly. Assuming the structure in question has all of the historical value to which you have made reference, there is a procedure whereby they would persuade their local council to take advantage of the Act by designation and then, if they were successful, the procedure would be to postpone demolition, so providing the time that is necessary.

The Act does not carry with it any power in the provincial government for provincial

designation and designation, at the moment, is restricted to the municipal level of government.

**Mr. Kerrio:** Yes. It comes as a surprise to me. I thought that they had concurrence with everyone in the area. It comes as quite a surprise to me that they did not, in fact, have the council's backing.

**Hon. Mr. Welch:** Their council is unanimously opposed to designation. I am saying that on the basis of what they reported to me.

**Mr. Kerrio:** In that case there is not a great deal we could do. I had hoped that maybe some kind of request could be made to the railroad to see if it could give us some time. But if such is the case, it seems like that was the first step, doesn't it?

**Hon. Mr. Welch:** I would be surprised, if in fact, that possibility had not been explored. Although to be very frank, I did not specifically ask that question. But I would be surprised if somebody representing that group had not got in touch with the Canadian Pacific Railway.

**Mr. Kerrio:** Yes. There is one reference here to such a letter.

**Hon. Mr. Welch:** Yes.

**Mr. Kerrio:** In any event, Mr. Minister, thank you so much for what has transpired here. As I suggested to you before, the thing that really surprises me is that they did not have the support of the local council to pursue this matter in that fashion. That being the case, we will have to wait for other events to transpire.

I am hopeful that all that is going to happen is that the railroad is after the steel. It is quite a wide trestle, it accommodated two trains so there are four rails on it and 2,000 feet of trestle. I think that they are just salvaging the steel.

**Hon. Mr. Welch:** The question of demolition of buildings is a very interesting one. I think it is a very obviously relevant vote to talk about. As you know, it was the Legislature that finally passed the Act to set up these procedures under the Heritage Act, and there is a growing interest in all of our communities with respect to the preservation of structures of architectural and historical value.

You can hardly pick up a paper in any community where there isn't some group disturbed about some building coming down.

**Mr. Kerrio:** My next notes refer to Frank Drea's emporium.

**Hon. Mr. Welch:** The point is that we felt that in the wisdom of the Legislature—

I put it to you that way; in the wisdom of the Legislature—when you move into this field and you start getting into the matter of property rights and freedom, or the lack of freedom to renovate or to demolish and this sort of thing, the Legislature felt it would start by having the designation process left at the municipal level and then, of course, as I repeat for the third time, to provide some procedure to buy time to see whether or not there are some alternatives.

I know in my own home community and in many communities this becomes a fairly constant question as to the preservation of structures which are perhaps not used for their original purposes any longer and people want to make way for expansions and so on.

However, this specific matter to which you're making reference was, I'm told, discussed with the local council which declined to act.

**Mr. Kerrio:** Thank you very much, Mr. Minister.

I am going to ask something in regard to the Don Jail. Of course, much publicity has been given to the old structure in the city of Toronto. But, as you've suggested, the initiative has to come from the local people. I wonder if anything has come through in that regard.

**Hon. Mr. Welch:** In fairness there, I do, however, point out that there is a difference here. This is a provincial building.

**Mr. Kerrio:** Oh, it's a provincial building, that's right.

**Hon. Mr. Welch:** Yes, this is a provincial building. I would remind you that this is exempt. The municipal authority cannot designate this building.

**Mr. Kerrio:** Right. It would have to come from within the ministry.

**Hon. Mr. Welch:** Yes. Anything in that regard would have to be done on our own initiative.

**Mr. Kerrio:** Yes.

In regard to the heritage administration and grants, I see reference to some embargo on a substantial sum—\$600,000—by Management Board. I wonder if someone could explain that to me.

**Hon. Mr. Welch:** If I'm wrong please correct me, but I assume you're talking about a transfer payment to the Ontario Heritage Foundation. That is a bookkeeping matter which I think is very close to being resolved.

**Mr. Kerrio:** It has to do with policy as well, I imagine?

**Hon. Mr. Welch:** Are you talking about last year's embargo?

**Mr. Kerrio:** Yes, 1976-77.

**Hon. Mr. Welch:** I guess the same principle applies.

The policy there—although it specifically makes reference to the last fiscal year—is that the foundation has the opportunity or the authority to accept certain gifts on its own, independent of what we transfer. There was a matter of sorting out how much of their balance—they had a balance of some amount—was in fact an accumulation of government grants over the years as opposed to private gifts. Once this is sorted out then this money would be permitted to flow.

**Mr. Kerrio:** I suppose the policy will then come from these various assessments—

**Hon. Mr. Welch:** Maybe Mr. Otto could explain that a bit.

However, I think the payment policy refers to the commitments made by the foundation, what cash flow requirements would be necessary to meet these commitments and, more particularly, some identification within their own balance between their private—I shouldn't say private—their non-government moneys and government grants.

**Mr. Kerrio:** I suppose those sums would vary so that there would be some variation.

A'll right. Thank you, Mr. Minister.

It seems that the first publication, in our Ontario historical series in August of this year was the biography of a former Premier of Ontario, G. Howard Ferguson.

**Hon. Mr. Welch:** The builder of the Ontario highway system.

**Mr. Kerrio:** I was going to ask what party he represented but I didn't think I should. I thought that might have been entered here. Yes, it does say Conservative. Excuse me, it's in my notes.

[3:45]

**Hon. Mr. Welch:** Actually the cover though was green, wasn't it?

**Mr. McClellan:** I don't know.

**Mr. B. Newman:** Did you say, Mr. Minister, your picture was in the centrefold of that book?

**Hon. Mr. Welch:** I'm not as old as Ferguson, I just feel that old.

**Mr. Grande:** Why are you quarrelling about historical fact?

**Mr. Kerrio:** History doesn't necessarily always have to be represented by a particular party.

In any event, what sort of direction is this series taking? Is there some acceleration to the series?

**Hon. Mr. Welch:** There's a regular pro-

gram. Mr. Otto, perhaps you might share that information. It's a very exciting program.

**Mr. Otto:** The trustees of the Ontario Historical Studies series have some 25 or 26 books out with different authors who are preparing their manuscripts at the present time. It's difficult, in some instances, to predict when these manuscripts, which are the result of original research, will be completed. Rather than proceeding in a chronological way from the pre-Confederation premiers through to the present, these books will be coming out at random intervals. Who can tell what's next?

**Hon. Mr. Welch:** Frost, Kennedy, Robarts. Just at random.

**Mr. McClellan:** What this, under fiction? Blue bindings?

**Mr. Kerrio:** This is under the fiction department?

**Mr. Otto:** In addition to the biographies of the premiers of the province, the trustees have commissioned other works of a very general nature. They identified a lack of material, or of original research of a very broad scope, dealing with Ontario as a land mass—as a province. These are social histories; histories of the labour movement, histories of intellectual thought in Ontario and such things as that.

**Mr. B. Newman:** Who decides the areas that they're going to have books written on? How do you decide that?

**Mr. Otto:** The trustees of the Ontario Historical Studies series make that choice.

**Mr. B. Newman:** Do they have guidelines or anything at all, or do they simply at random decide that they're going to do this and do that?

**Mr. Otto:** Formally, the trustees make that decision, but I'm certain that since so many of them are distinguished academics themselves and very much subject to hearing what their colleagues are saying, they bring a synthesis of feeling to the decision.

**Mr. B. Newman:** And those who are going to write the book—compiling all of the information—how are they selected?

**Mr. Otto:** I assume they'd be selected on the basis of their demonstrated competence. In any particular area there'll be a very small number selected.

**Hon. Mr. Welch:** They are selected by the trustees, though?

**Mr. Otto:** Yes, sir. There'll be a very small number of people who are capable of writing the work in this area. They may have done

a master's thesis, then have been doing articles for years and may have had a book ready, but for the time.

**Mr. Kerrio:** I'd like to touch on areas, Mr. Chairman, with regard to the Indian burial grounds. I think it's an area I'm somewhat concerned about in regard to legislation, or lack of legislation, that might help us deal with a couple of instances that have transpired recently. I'll name two instances where archaeological excavation of Indian burial grounds has offended the native people and resulted in legal and political hassles for the archaeologists and their sponsors.

Dr. Walter Kenyon was convicted on two charges under the Ontario Cemeteries Act and fined \$100 for each offence, after Indians protested the removal at the Indian site in Grimsby.

In another case, the Mohawk band in Williamsburg protested a burial ground digging this year for which they say permission had not been granted. Chief Lawrence Francis said he would ask the provincial government for legislation governing these sort of archaeological diggings.

I would ask the question first to the minister, has such correspondence taken place? Did they, in fact, request that we address ourselves to this problem in the Legislature?

**Hon. Mr. Welch:** I am particularly familiar with the Grimsby situation. I was quite upset about the Grimsby situation. I felt the native people had every right to be as concerned as they were. I think if any one of us had found people running around in cemeteries where our ancestors were, we would have been just as concerned too.

I'm pleased to this extent, that as a result of some very serious negotiation which was conducted by a number of people who are very much interested, at least we were able to come to a satisfactory resolution of that particular problem. I won't press that, because as you know, the whole question was the subject matter of an agreement involving the town of Grimsby; it involved the Royal Ontario Museum; it involved the band council of the Iroquois at Brantford.

**Mr. Kerrio:** There was the developer who was involved?

**Hon. Mr. Welch:** The developer himself.

It's important. You see, here is a good example of finding a proper balance because, fortunately, the find was reported. If you so complicate things it will be quite easy for people to make sure, when they find these things in day to day construction, never to tell anyone. It's very easy to cover up finds



if you don't want all of the bureaucratic involvement. So you've got to find some proper balance for these matters to make sure that we, and those who succeed us, will have access to matters of great interest, which, of course, archaeology will produce for us.

So the Grimsby situation is now a matter of history. It was a matter of some negotiation. However—and this may be what you're making reference to—it was during the course of that situation where representatives of the Ontario Union of Indians and other interested groups made some representation suggesting that we, in fact, should find some way to establish procedures and regulations as they would relate to this type of situation. As complicated as that has proven to be, when you take into account other things, we are, in fact, working our way through that and thinking in terms of how that might reflect itself in legislation which involves another ministry—or some of it does; at least the Cemeteries Act is with Consumer and Commercial Relations. Whether there is a particular section in that Act which spells out what the procedure should be in this type of situation, or whether it should be special legislation, we will eventually have that sorted out.

We had the opportunity in that situation—if memory serves me correctly—of plugging into the experience in British Columbia. There had been some similar attempts in British Columbia with this type of legislation as well, because of some experience there and I did consult with some leaders of both the church and, indeed, of the government there, with respect to some problems that had developed there. It's a very, very sensitive area and I think in these situations the native people are quite right in making it quite clear that there should be some very strict supervision of this sort of thing.

Eventually, once we sort out a lot of these other problems, or related problems, we will, in fact, attempt to respond in a legislative way to their concerns.

**Mr. Kerrio:** I'm pleased, Mr. Minister, at your action in those particular interests and certainly in your feeling about this matter. I would ask one question further that relates to this matter. In any development of direction or legislation would the native peoples be consulted and be allowed to fully participate in the kind of direction that this might take?

**Hon. Mr. Welch:** Yes, I think there's no question that has been happening at different stages in our discussions now, and certainly

before anything was finalized we would make sure that it satisfies their sensitivities.

**Mr. Kerrio:** I might move on then, Mr. Minister, to some of our heritage conservation programs. I have with me the Heritage Foundation report. What I would like to ask about—

**Hon. Mr. Welch:** Before the member for Niagara Falls speaks, Mr. Chairman, I wonder if I may just have some direction. This is a good illustration of what may happen.

As you know, we had felt there might be some advantage in having some of our agency people here together at one time, because we have to bring them all in. Included in that group would be the Ontario Heritage Foundation and its chairman and some of its people.

I am quite prepared to carry on with this line of questioning. I don't want to be misunderstood on that. But if for the purposes of time it was still the feeling of the committee that they wanted to direct some special questioning to the Heritage Foundation and to the Royal Ontario Museum, you might want to postpone that until they are here and then we could do the rest of the vote except for those two. I am in the committee's hands, of course.

**Mr. Chairman:** Whatever you agree to do. Agreed?

**Mr. Grande:** It's all the same with me. Of course, obviously, the people would have to be here before we can ask any questions.

**Hon. Mr. Welch:** I think we could make a valiant effort to satisfy all your concerns in both of these, but I would think that you might like to meet the members of those groups and ask them some questions since they are separate organizations.

**Mr. Grande:** Fine. One concern I have, and I expressed it yesterday I believe, is that we are leaving quite a number of these organizations together—and then perhaps we might not have enough time to deal with them Monday afternoon. That is my concern.

**Hon. Mr. Welch:** I don't think you should necessarily have to commit yourself to finish all your work with them on one afternoon. I was thinking it might be a good idea from an organizational point of view—since I have to orchestrate getting representatives from eight or 10 agencies together—if we at least knew that when they got here on Monday, you would start with them and would keep with them until you had finished with them. This would hold even if—you will pardon the expression—it went into Tuesday. I don't care how long you take with them—if that is your pleasure.

**Mr. Grande:** Fine.

**Hon. Mr. Welch:** If we have them all here, and we could just list them off in their respective votes, you could at least be able to question members of those particular agencies. But if you would rather not, I understand.

**Mr. Grande:** I agree.

**Mr. Kerrio:** That is good sense.

**Mr. Foulds:** I have just one question. I have been trying to find out, for, I think, three years, who I contact to get one of those large blue plaques erected that marks a historical site on which the building no longer exists.

**Hon. Mr. Welch:** Oh? You have been trying for three years?

**Mr. Foulds:** Yes. I have been writing to a Mr. Apted.

**Hon. Mr. Welch:** Search no further. Richard Apted will be glad to talk to you right after adjournment here today and take you in hand. Actually that is a program through the Ontario Heritage Foundation as well—a very successful program. Mr. Apted has a great background in it, going back to the days of his association with the Ministry of Industry and Tourism.

**Mr. Foulds:** The reason I asked is because I always got letters back saying that there had to be the original building—that they might preserve that. But I know from my own travels that—Anyway, I will talk to Mr. Apted afterwards.

**Hon. Mr. Welch:** Yes. He would be very glad to talk to you about that.

**Mr. Kerrio:** You have got a commitment, eh?

**Mr. Foulds:** Just to talk.

**Mr. Kerrio:** Could we have a little direction as to the staff people that might be here in the subsequent votes?

**Hon. Mr. Welch:** This is our final section in vote 2902, item 2. If it was the wish of the committee to carry all the items in vote 2902 except the last two that is the Heritage Foundation and the Royal Ontario Museum—then we could start on Monday with those two agencies. We would have the chairman and staff people here from the Heritage Foundation and the museum. You could question them and finish that particular item and then we could move into those agencies that had come under arts support—which is the next vote anyway. But we would start with the agencies and get them out of the way and then get back to the other policy items. That might be the orderly way to do it.

If the committee saw fit to carry all the items in vote 2902 except the \$1 million for the Heritage Foundation and the \$7.2 million for the Royal Ontario Museum, that is where we could pick up on Monday.

[4:00]

**Mr. Chairman:** Is it agreed?

**Hon. Mr. Welch:** I think Mr. Grande may have some questions.

**Mr. Grande:** I have a question on this particular vote before we move it—

**Mr. Chairman:** We have another 10 minutes here.

**Mr. Grande:**—and then, as far as I am concerned, it will be fine with me if we take those organizations that come under the other vote first.

Would it be possible to have some kind of a sheet prepared so we would have the order in which to take them up?

**Hon. Mr. Welch:** Sure. I would undertake now that our staff would provide you with it. We would start on Monday.

I am now assuming that once you are finished here today we would have all of item 2 in this vote completed except the last two items. Then we would start on Monday afternoon following question period with the Ontario Heritage Foundation, followed by the grant to the Royal Ontario Museum.

After that we would start with the following agencies: the Art Gallery of Ontario, the McMichael Canadian Collection, the Royal Botanical Gardens, CJRT-FM Corporation, grants to the Ontario Arts Council. Then from another vote we have the Ontario Educational Communications Authority and following that, I suppose, we—I guess that completes it. And then the Ontario Science Centre.

**Mr. Grande:** That is going to take more than one afternoon, for sure.

**Mr. Chairman,** if I may, I would like to ask some questions regarding this particular vote—the Heritage administration. Mr. Minister, I would like you to react to an article that appeared in the Cornwall Standard-Freeholder on October 20, 1977. It states:

“Federal and provincial governments have a bad reputation for tearing down buildings which have historical or archaeological value, a past president of the Ontario Historical Society said in Cornwall Wednesday night.”

This is Dr. Margaret Angus. She further states, referring to governments: “Often the right hand does not know what the left hand is doing.”

Would you like to comment on that?

**Hon. Mr. Welch:** That is a fairly general

statement. Certainly as the Minister of Culture and Recreation and having this area of responsibility, I would want to be a fairly strong advocate in circles in which I move to make sure that those things over which we have jurisdiction are considered for purposes of retention, if they qualify in a general way with respect to their architectural or their historical significance. So I think it is my job, as I consider all kinds of things in concert with my colleagues, to make sure that that point of view is expressed.

I have been working with the Ministry of Government Services attempting to finalize some list of properties which fall within the provincial jurisdiction which might meet the criteria for these purposes. That list has not been completed yet. But I would assure you that I see that as part of my responsibility.

The lady in that article to which you make reference has not been very specific. It is easy to stand up and say that we have not done this and talk about right hand/left hand problems. But I would rather react, since that is the verb you have used, to specific situations than to try to handle a general statement.

**Mr. Grande:** Let me ask you a specific one. Within a time in the future are you contemplating amending the Heritage Act which, I believe, at the present time exempts federal and government buildings from being preserved.

**Hon. Mr. Welch:** The short answer to that is no. I'm not planning that at the moment. I'm not sure that we accomplish our purposes through the lifting of exemptions with respect to the present statute. That's not the only alternative that's available to us. There's another one—at least another one—whereby we might develop our own approach outside of the Heritage Act for establishing some list. That's what I was alluding to a few moments ago when I said I was working with the Minister of Government Services (Mr. McCague).

Once I have the advice of the Heritage Foundation, I'd like to take that list of provincial buildings to cabinet and discuss how we might consider steps for preservation and protection, as the case would justify or warrant at that time.

So I go back to your question. I don't think the route is to remove the exemption. I think the local people have enough to do to work with the structures in their own area. I think the province has some responsibility, ultimately, to make some statement with respect to its own properties. That may be the more sensible way to approach it. That's where

my thinking is at the moment. I share that with you quite openly.

**Mr. Grande:** Could you take me through the steps concerning how a building that the local people think should be preserved for historical purposes—

**Hon. Mr. Welch:** Sure.

**Mr. Grande:** You did mention before that the municipality has to so designate. Then it will be coming to whom?

**Hon. Mr. Welch:** Mr. Otto, let's use a live example and go through the steps for the hon. member.

**Mr. Otto:** Okay. Let's take a community where, first of all, there has been established, by resolution of council, a local architectural conservation advisory committee, such as Niagara Falls or the city of Toronto. This committee's first job in advising council is one of inventorying—of examining the group of buildings within the municipality which it thinks should be designated for heritage reasons. It places that advice before council. As we are developing experience in this area, it's quite clear that councils are expecting the advisory committees to have talked to other people than their own members and to have gone to the owners and to have gone to the public generally to explain the legislation and the intent and the purposes of designation should it occur.

Council will examine the LACAC's recommendation and then pass a resolution giving notice of intention to designate. That causes the clerk to send official notification to the owner and a copy to the Ontario Heritage Foundation to be part of a register kept by the Foundation.

The owner has 30 days within which to indicate whether or not he or she accepts the idea of a designation. If there is an objection to the notice of intention to designate, then the Conservation Review Board is requested to hold a hearing. The review board holds the hearing and without having the power to bind council, delivers a report to council to state—on the basis of the evidence from the municipality, the owner of the property, and friends and others who have appeared before that hearing—whether in its opinion the building is worthy of designation on the grounds given in the notice of intention.

The matter is then returned to council and council is free to pass a bylaw, designating the property, or free to march off in the other direction and to say that it is not persuaded by what the Conservation Review Board has said and is not bound by its earlier notice of intention to designate.

Roughly speaking, some 500 properties in the province of Ontario today are designated,



or under notice of intention to designate. Some 65 to 70 communities have gone to the lengths of appointing a local architectural conservation advisory committee. So that gives you an idea of how the legislation is having effect in the province.

Once the property is designated, any alterations which are proposed—and alterations is not a word so specifically defined in the Act that pronounces on whether painting your house, or one wall of it, is an alteration—but any alterations proposed are subject to the approval of council. Council may or may not approve. If council does not approve then it goes to the Conservation Review Board for a hearing. But so long as the building stands, its change is controlled under the designation.

Council may lift the designation at any time. It has that power. If the owner wishes to demolish the building, he applies to the

council for a permit to demolish and council can take up to 90 days to give, or not give, the answer on that. If the answer is, "No, you may not demolish," then 180 days elapse from the day of the answer, at the end of which time the owner is free to demolish his building. In that 180-day interim, the council may expropriate—it has that power. But it may also do an awful lot of talking and persuading.

**Mr. Chairman:** With that, I think we will adjourn until Monday after the estimates and we will return. Item 2 is to be completed and you will have the personnel here and then we will continue on.

**Mr. Grande:** Mr. Chairman, I do have further questions on this vote so it's not approved.

**Mr. Chairman:** No. Vote 2902 is still open.

The committee adjourned at 4:11 p.m.

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Foulds, J. F. (Port Arthur NDP)  
 Grande, A. (Oakwood NDP)  
 Kennedy, R. D. (Mississauga South PC)  
 Kerrio, V. (Niagara Falls L)  
 McClellan, R. (Bellwoods NDP)  
 Newman, B. (Windsor-Walkerville L)  
 Villeneuve, O. F.; Chairman (Stormont-Dundas-Glengarry PC)  
 Welch, Hon. R.; Minister of Culture and Recreation, Deputy Premier (Brock PC)

### **Ministry of Culture and Recreation officials taking part:**

Johnston, R. D., Deputy Minister  
 Lee, W. E., General Manager, Old Fort William  
 McOuat, D. F., Archivist of Ontario  
 Montgomery, R., General Manager, Huronia Historical Parks  
 Moore, P. J., Director, Field Services Branch  
 Otto, S. A., Executive Director, Ontario Heritage Foundation  
 Tieman, W. D., Executive Director, Finance and Administration Division





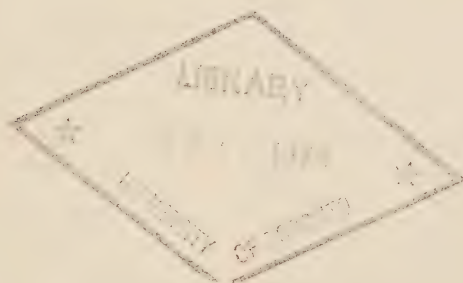


# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Estimates, Ministry of Culture and Recreation



**First Session, 31st Parliament**

Monday, December 5, 1977

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

MONDAY, DECEMBER 5, 1977

The committee met at 3:26 p.m.

## ESTIMATES, MINISTRY OF CULTURE AND RECREATION

(continued)

On vote 2902, heritage conservation; item 2, heritage administration:

Mr. Chairman: I think Mr. Grande is the first speaker.

Hon. Mr. Welch: Mr. Chairman, just before Mr. Grande proceeds on 2902, I wonder if I might do two things. There are two questions on which I wanted to make answers available rather than taking time reading them into the record. There was a question of me by Mr. Foulds in connection with the cost of the efficiency factor, the saving we estimated by establishing the sub-offices in Peterborough and Timmins. I'd like to make that information available to Mr. Foulds, so I'll table that now.

There was a series of questions by Mr. Grande with respect to the staff of the ministry, particularly the numbers of male and female employees and that sort of thing. I have that information now and perhaps we could table that as well for Mr. Grande's benefit so that the record would show those two questions had been attended to.

It might be wise to have some direction at this time. We are on vote 2902, particularly, heritage administration, as part of which we'd then do the Ontario Heritage Foundation and the grants to the Royal Ontario Museum. We have representatives of both the Heritage Foundation and the museum with us. Once the committee has reached that particular point, we can perhaps deal with those agencies. The understanding was when we went to arts support we would do the agencies first, since we have representatives of those agencies with us today.

Mr. Grande: If I could have copies of those answers you just tabled, I would certainly be grateful.

Hon. Mr. Welch: I'll file them with the clerk.

Mr. Grande: Last day, before the committee adjourned we were talking about the

process a municipality would go through if it wished to preserve a particular building. I got a very elaborate answer from Mr. Otto.

Hon. Mr. Welch: Yes, Mr. Otto provided us with that information.

Mr. Grande: Yes, he did. Another question I have is who decides whether a feasibility study on preserving a building would be done? At what stage is that done?

Hon. Mr. Welch: Since there'll be some overlap here in the questions, perhaps Mr. Lawrence as chairman of the Ontario Heritage Foundation would like to come forward at this time as well and join us here.

The specific question is, in the process of designation when might a municipality want a feasibility study?

Mr. Grande: That's right.

Hon. Mr. Welch: Mr. Otto, would you share your experience with us on that?

Mr. Otto: It tends to depend upon the project sponsors and the extent to which they're familiar with the building and their own mind on the preservation of the building. If it is a local or community group that is taking on a project and needs some estimate of costs and needs some time to think about uses, it would come forward for staff advice, on the one hand. If the group needed shared costs on the feasibility study for a building, it might come to the Ontario Heritage Foundation or to the ministry's cultural capital programs or to Wintario to seek the financial support it needs.

[3:30]

Sometimes, however, the sponsors don't realize they need a feasibility study and in those instances the initiative may be taken somewhere within the ministry staff or among the directors of the Heritage Foundation to encourage them to slow down long enough to not get themselves too deep into something they may be taking too much for granted.

Mr. Grande: I'm asking this particular question because I understand that with regard to 999 Queen Street a feasibility study was asked for and was worked on. I understand that the feasibility study was in terms of preserving the structure, yet the



Minister of Government Services at that particular time decided that the building was going to be torn down.

I'm not making a case for 999 or any other building, I just want to understand the process. What happened at that particular time? Why did the feasibility study go on when Government Services decided that that building was going to be demolished?

**Hon. Mr. Welch:** I think the chronology was such that the feasibility study had preceded the ultimate decision to bring the building down. As I recall—Mr. Lawrence can speak to the point more particularly—the Ontario Heritage Foundation had, in fact, granted money to the Toronto Historical Board. There was some relationship between the foundation and the board to do a feasibility study, the contents of which would have been used to attempt to persuade the owner of the building not to, in fact, bring it down and indeed to approach the problem in another way.

Keep in mind the building we're talking about is a provincial building and therefore not subject to municipal designations. Is that principally correct, Mr. Lawrence?

**Mr. Lawrence:** I think the fundamental problem is you're dealing with value judgements. I guess we're going to be dealing with the same thing, sooner or later, with the Don Jail, where government, whether it be the provincial or municipal level, has to make the ultimate decision and the jury, which is the Ontario Heritage Foundation—there are 30 of us on that board who act in a way as a jury—face the thing on their terms. So, building after building, property after property raises these questions of value judgements. As chairman of my board, I can't really tell you from item to item how you can do better than simply let the best attention be applied to each.

In relation to 999 I think the government made a mistake, but I think that governments have been known to make mistakes. It's not a unique situation for other governments or opposition or anyone else. That's a personal opinion. It was the opinion of my board.

**Mr. Grande:** Some governments make more mistakes than others.

**Mr. Lawrence:** Yes, some do, but you don't know when the mistakes were made until the passage of time allows you a different perspective. We're going to have this coming up over and over again.

One thing I would say to the minister, and I just care to say to the government, over the last number of years the Ontario Heritage Foundation has been recognized by so many

ministries that we're starting to deal with things long before the bulldozer hits. Hydro, Transportation and Communications—we can go through many, many ministries. We're now in a pretty close link-up, I would say. We no longer collide head on.

**Mr. Grande:** So what I understand from you is that the government made a mistake in the case of this building. However, the point is that feasibility study was ordered by someone when the government had the final say, since that property was under provincial jurisdiction. Is it because the government did not make the decision fast enough? In other words, I am concerned about why a lot of money was poured into a feasibility study and a lot of recommendations made on the basis of the feasibility study, when ultimately the government was going to tear down the building.

**Mr. Lawrence:** There was more to it than that. It was the foundation that decided to put the money into the feasibility study.

**Mr. Grande:** Which is the taxpayers' money, I may add.

**Mr. Lawrence:** Which is taxpayers' money.

**Mr. Grande:** Right. Correct.

**Mr. Lawrence:** I am trying to speak for a fairly large group of people, men and women, from all over the province—our concern was that we should present the best possible case. I think myself that the loss of the money spent on the feasibility study in relation to 999 was an investment.

**Mr. McClellan:** How much money are we talking about?

**Mr. Lawrence:** It seems \$17,000 was blown, but speaking for myself, and I think speaking for the members of the foundation, we knew we had a difficult cause. Whenever you face a bureaucracy headed in a particular direction you are dealing with something that has a great deal of momentum.

But I do think that out of the fact that the study was able to apply very severe criticism to some of the internal approaches taken by the bureaucracy itself, we went to first base in trying to let government know that there were other judgements available, other than those internally developed.

**Hon. Mr. Welch:** I think that was a very responsible investment on the part of the Heritage Foundation. That's their mandate. That is what we would expect of a body such as that—that in order to reinforce their case they would seek the type of objectivity which would be contained in such a report. Ultimately there would be a number of recommendations; ultimately it goes to a deci-

sion-making body which also has the responsibility of either accepting or not accepting recommendations. I think that is a very responsible approach on the Heritage Foundation's part because that is indeed their area of concern.

**Mr. Grande:** The point I am trying to make is that once the Heritage Foundation sets out a feasibility study to protect a provincial government-owned building, and the provincial government decides what to do with that particular building, then I think it would be just common sense to find out the government's intention prior to spending money.

I don't know whether I am making that point clear. What in essence happened, was that they went and did this particular study and then the Minister of Government Services said, "No way, even though you are recommending that this particular building should be staying, perhaps the inside of the building torn apart and restructured, none the less we have decided that the total building must come down."

So I see here that this government's decision incurred the \$17,000 expenditure from the Heritage Foundation, which was totally unnecessary as far as I am concerned.

**Hon. Mr. Welch:** You are entitled to that opinion.

**Mr. Lawrence:** As I mentioned earlier, it is not really unnecessary. If you want to test with the Ontario public these judgements, I don't think you want a foundation or any other body purporting to pre-empt the government's ultimate judgement. That doesn't make sense.

On the other hand, you do want them to be as impartial as they possibly can be. The people who sit on my board owe nothing to anybody. There are all parties in the House, for example. They make their judgements irrespective of the ultimate decision that has to be made by the government itself. To me, there is nothing really wrong with the fact that we disagree. If the Ontario Heritage Foundation agreed with the government on every item, whether it be the government provincially or the government municipally, there would be very little point in having those people address their minds to it. Therefore, the fact that from time to time we have conflicts with government policy is more of a healthy sign than a wasteful sign.

**Mr. Grande:** Perhaps I'm carrying on with this a little bit more than it warrants, although if we're serious about our heritage and preserving some of our historical buildings, be-

cause of their architecture or whatever else, I think we should have a process and we should be going by that process. If it's government property, the government ought to be deciding, prior to any expenditure of funds, what they want to do. I would hope that list you were talking about and that you will be publishing is going to help to solve this situation.

I can't help but think this is exactly what Dr. Margaret Angus, who was a director of the Ontario Heritage Foundation was referring to when she said the federal and provincial governments have a bad reputation for tearing down buildings which have historical or architectural value. She makes the comment that governments are doing this because often the right hand does not know what the left hand is doing.

**Mr. Kerrio:** I wonder if it would be appropriate at this time, to question the removal of this arch by the Niagara Park Commission as it relates to the weekend report. Are you aware of this?

**Hon. Mr. Welch:** The Niagara Parks Commission doesn't come under my ministry. I'm not accountable for that activity. It's Natural Resources.

**Mr. Kerrio:** I'm thinking in terms of how it relates to your heritage administration. I don't know if we have ever addressed ourselves to the significance of the arch because of the subsequent events that transpired. It seems that sometime in 1938 Mackenzie's grandson unveiled this very costly arch as it stands opposite the falls in Queen Victoria Park. At that time the inscriptions on it paid tribute to the people who were responsible in some way for the kind of government we all enjoy today, be you Tory or Grit.

I'm suggesting that there was some commitment at the time by the Parks Commission in view of tribute to those people who were so honoured in the inscriptions on the arch as having put into being some of the resources in the Legislature as it functions today. They made it very clear, while they were taking it from that site, it was going to be put up in another site and in the interim stored in a place that would make it very safe.

[3:45]

I wanted to relate it to you and put it on the record to see if those people in your ministry who should address themselves to this kind of heritage would reflect on what remains now as a description of what happened to this particular arch.

The remains of the historic arch, priceless carvings and inscriptions, were for six years piled like paving stones in a maintenance



yard. Several plaques were left wantonly broken and exposed to the weather. When the memorial was dismantled, some of the 34 one-ton stones from its base were used to build a bulwark in the Niagara River gorge. Other stonework was used in the restoration of old Fort Erie.

The pledge to reassemble the arch was forgotten. The engravings and carvings are now stacked in a warehouse shed in the park maintenance yard west of the main administration building. At last inspection, many of the slabs were exposed to the weather in orderly piles outside the warehouse. A stone mason, on looking at the work, said, "Beautiful work," in admiration of those who had laboured over the stone.

I must report to you, Mr. Minister, that in the area of historical perusings, as happens in many jurisdictions, we have a Francis J. Petrie, the official historian for Niagara Falls, who has done a tremendous job, and his ultimate work is an historical biography of important events in and around Niagara. I'm wondering to what degree your ministry would address itself to possibly examining the records as to what happened in this particular instance and, very possibly, becoming involved in addressing themselves to either the reconstruction or the future of this arch.

**Hon. Mr. Welch:** Mr. Chairman, my executive director is able to comment on this. Perhaps we might invite him to do so now.

**Mr. Otto:** I learned of this piece of removed sculpture from the weekend newspaper, as you did, and had intended to ask the Niagara Parks Commission. The programs of the ministry would take interest in this in that it commemorated a historic event and—like the blue and gold plaques around the province, or in some places the war memorials, et cetera—it would have that sort of interest for us. Now as a piece of sculpture that's some 40 years old, it takes on a different dimension and I intend to pursue it, but I didn't do so this morning.

**Mr. Kerrio:** I'm particularly interested in the significance of those people to which the arch was dedicated in the first instance as having played a meaningful role in setting up the type of government and administration that we have today.

**Mr. Otto:** The Niagara Parks Commission owns the reconstruction of Mackenzie House at Queenston and they've at times given some thought to placing the sculpture nearer to that if possible. I don't know, but I do intend to follow it up.

**Mr. Kerrio:** We can look forward, then,

to some kind of report in the near future as to the disposal, or whatever.

**Mr. McKessock:** Mr. Minister, I know a little while back you were contacted by the village of Newstead. They had proposed the restoration of the home of the Rt. Hon. John G. Diefenbaker in that village.

**Mr. Kerrio:** Great idea.

**Hon. Mr. Welch:** You mean it hasn't been done yet?

**Mr. McKessock:** Not yet.

**Hon. Mr. Welch:** How long ago was it they spoke to us?

**Mr. McKessock:** Well, it's at least a couple of weeks. I believe it's more like a couple of years. But the restoring of this country home in a small rural village would be quite unique, besides having the dignity of having raised one of Canada's Prime Ministers.

**Mr. Kerrio:** You've cleared this with your party, have you?

**Mr. McKessock:** No, I'm doing this entirely on my own. I feel this deserves more consideration than I believe the village of Newstead has received. Could you bring me up to date as to why they haven't received more consideration or how you feel on this project?

**Mr. Lawrence:** I would judge that question in time. Consideration, in so far as it involves the foundation, starts with experts—historians and architects—then it moves into the work of the foundation itself through our committees, and then to the board. My guess is there is no proposed projects we can handle in less than a couple of months. Often, projects involve years. Without dealing with the question on the merits, I can simply comment upon the deliberate procedures we try to follow.

**Mr. McKessock:** I know it is over a year, I think, since they contacted you. Are you saying it could still be in the works or you may be looking favourably upon it?

**Mr. Lawrence:** Yes. Things go into the works, out of the works, back into the works. For instance, we could celebrate this afternoon, if we would like, something that has taken us 10 years to put together. That is the taking over of the staff house at Moose Factory, an historic building of tremendous importance. It has taken us that long to finally put the pieces together to register the deed, as I think was done yesterday afternoon after 10 years of deliberation.

I'm not offering this as a general excuse



for being slow, which is not the case, but it is a deliberate process.

**Mr. McKesock:** Could you tell me what part of the churn this project is in right now?

**Mr. Otto:** I may be able to help. If my recollection is right, the owner of the property is a gentleman in Ottawa, not Mr. Diefenbaker, and he's been most reluctant, up to the present anyway, to have discussions with anyone who is interested in the property either with a view to restoring it or, of local interest, in taking it on as a museum. He, as the owner of this property, has certainly some part to play in the speed at which it becomes a project on the foundation's active agenda.

**Mr. Lawrence:** In the period that I've been chairman, and I don't think in the 10 years the foundation has been in existence, we've ever used expropriation powers. We have them under our legislation, I think, Mr. Minister.

**Hon. Mr. Welch:** Yes.

**Mr. Lawrence:** Therefore, when we have an owner, we have to deal with him; when we have a group, we have to deal with them, and I doubt if you'd want us to use expropriation powers.

**Mr. McKesock:** No. I think the owner deserves some rights.

Item 2 agreed to.

Items 3 and 4 agreed to.

Vote 2902 agreed to.

On vote 2903, arts support program:

**Hon. Mr. Welch:** Under 2903, if the committee would like to, we have representation here from a number of our agencies. We have the Art Gallery, the McMichael Canadian Collection, the Royal Botanical Gardens, CJRT-FM, and the Ontario Arts Council, all of which fall under this vote of 2903. I'm in the hands of the committee as to which of these, if not all of them, you'd like to ask questions about. Should we just call them up in order?

**Mr. Kerrio:** There are a couple that I would consider.

**Hon. Mr. Welch:** Anybody for the Art Gallery of Ontario?

**Mr. Kerrio:** May I go the other way, Mr. Chairman? For instance, on the McMichael Collection I'd like to have a bit of a report and then I don't think I'd have as many questions as in the other areas and the matter may be expedited. The reason I would like to have this matter dealt with first is that, as far as I'm personally concerned in my area of ques-

tioning, I'm very disappointed to tell you that I haven't viewed the collection as yet as busy as we've been. I intend to, and I'm pleased you're here. I'd be most anxious for a resumé as to what's happened since the collection has been moved to the present location. The new display opened to the public some year and a half ago, did it not?

**Mr. McMichael:** Which new display are you speaking of? The newest wing?

**Mr. Kerrio:** Yes. The new wing.

**Mr. McMichael:** The last wing was opened in 1973. As somebody said, we had a very large theatre but no lobby. We didn't have an entrance area so we created this with a restaurant, washrooms, reception area for school classes, the general public and so on.

Generally speaking, the attendance has continued to grow to a point where last year's attendance was 266,000 and we're heading very close to the 300,00 mark this year. That reflects a continual growth, not just since the opening of that particular addition but right from the time in 1966 when the collection was officially opened. It started in the first year with about 45,000 in attendance. It's getting close to the 300,000 mark now.

I'm not sure I'm answering your question.

**Mr. Kerrio:** That's exactly what I was looking for. I was looking to know what kind of appropriation we made to the collection, what the view might be about such things as are being done and maybe what future plans there are to encourage more people to come and very possibly to generate more interest and more income, incidentally, viewed in the climate of the economy as it exists. I'm pleased to hear you say that's happening and that it might continue on that kind of trend.

**Mr. McMichael:** We certainly hope so. We're working on a year-round basis to try and make it continue that way, particularly with our school class. Over 1,500 school classes also come each year from all parts of the province. We're very happy about that aspect of it.

**Mr. Kerrio:** Did you feel the opening of the wing and the providing of the facilities that you did in this last construction added enough to the convenience of visitors that it would encourage many more to come? I think it has some significance.

**Mr. McMichael:** Oh, yes. Without that, we really couldn't have gone any further. In fact, it was really a hazard. We had a single door which was the original door to our home, very much like your front door, and we had people both coming and going in that kind of numbers. We had days as high as 3,500 people a day. It was reaching a

point that without a reception area like that it was impossible to carry on. We just couldn't have done it. It has made a great improvement and a great addition to the enjoyment of those who do come.

**Mr. Kerrio:** I might pass on the comments of those friends whom I've had visit it—I'm sorry to say I haven't but I will in the near future—and who have described the collection in glowing terms and suggested it's one of the very worthwhile collections relating to some of the native works we have in Canada, let alone Ontario.

**Mr. Grande:** I have just one very short question regarding the fees. I received some letters last year regarding the possibility of the McMichael Collection having an entrance fee. Is that in effect now?

**Mr. McMichael:** No. There is no admission charge. We have placed a voluntary donation box in the lobby. It's quite a large and impressive donation box. It is beginning to have some effect but we don't have a formal admission charge to the collection.

**Mr. Grande:** With regard to that then, my question is to the minister. Does it mean you're not proceeding with requiring the McMichael Collection to have fees?

**Hon. Mr. Welch:** The member poses a very interesting question. We don't have the ultimate decision in that particular regard. There's an independent board. As you'll find with most of these institutions, they have independent boards to develop their policy. We may have some views with respect to this particular issue which we would share with the board of McMichael from time to time and discussions which might be reflected eventually in the budgeting procedures there, but the ultimate decision with respect to that type of issue rests with the board itself.

[4:00]

**Mr. Grande:** Where is the board in terms of that type of thinking? I understand from these letters that last year the minister came to you and said, "You're going to have to work on 95 per cent of the budget that you worked on last year." If I'm not correct, please correct me. At that particular time the suggestion was, "If we're going to have to be working within this particular budget, it means we have to have entrance fees for people to come in to see the collections." I have a reply from the minister to one of my constituents saying, in effect, that as far as the ministry is concerned, the McMichael Collection should not be seen as anything any different from the Royal Ontario Museum, the Art Gallery, et cetera, et cetera. Does that mean that you're abandoning that?

**Hon. Mr. Welch:** No, that's the feeling of the ministry.

**Mr. Grande:** So, in other words, this year or next year we might have to go through that exercise again.

**Hon. Mr. Welch:** No, by way of explanation, as Mr. McMichael would share with you, the budgetary review exercise of a year ago was a very interesting one with our institutions. We indicated to them that in order to be their advocate in so far as their needs were concerned, we'd have to go forward to Management Board, as we do for our own programs, and justify the amounts which we were requesting for their continual operation.

In order to do this we asked them to go through an examination of their priorities: "What if you only had so much next year, compared to this year; what if you had the same; what if you had a little more; what would come or go out of your budget? How would you respond at these various levels of funding in order to equip me, as the minister, with an appreciation of what your priorities are as independent boards in making my presentation to Management Board on your behalf and on behalf of the ministry?" It was a very worthwhile exercise, the results of which, of course, are now in these estimates. These estimates reflect the results of that type of consultation. During the course of those meetings we would discuss a number of issues relative to their particular operations.

I keep in mind, in order to assist the member, that ultimate decisions with respect to government transfer payments rest with the government on the basis of the representations made by the agencies or institutions to the minister, and the minister, in turn, to the Management Board. The internal operation of those institutions rests with the board. We shared with the board at that time the knowledge that there were some differentials in so far as access to our cultural institutions was concerned—some charged, some didn't charge—but we got the ultimate decision there.

Although Mr. McMichael could speak on the subject better himself, there were some historical aspects of this which prompted the board to decide to maintain the operations of McMichael without a compulsory admission charge, but rather to have the public given the opportunity to make a voluntary contribution. It remains with the board as to whether or not it will continue that or whether it will take some other step. I suppose a lot of that will depend on the outcome of this year's negotiations for the next fiscal year's budget.



**Mr. Chairman:** Any more discussion?

**Hon. Mr. Welch:** Does anybody want to deal with the Art Gallery of Ontario? May I introduce Mr. William Withrow, the director of the Art Gallery of Ontario.

**Mr. Kerrio:** My interest, of course, would be the general involvement and any plan changes or future development that you might have in mind that you might share with us today.

**Mr. Withrow:** Mr. Chairman, if I may, I would like to remind everyone present of the fact that we have just completed a master building plan. With the opening of stage two in September of this year, we now have a complete building. I think that that is the end of our expansion, probably in this generation.

I believe, personally, that there is an optimum size for an institution in terms of visitor comfort, both intellectual and aesthetic, and perhaps even physical; and in addition for the staff to feel there is an entity with which it can identify; so we will not be expanding.

It seems to be working very well for those who have visited the gallery this fall. We have had a very good response to the fact that we now have a complete building that works in terms of traffic pattern and being able to display varied kinds of art. At one time it was impossible to really provide a balanced program.

For instance, we would have to take our Group of Seven and our Old Master collection, old European paintings, to the basement to put on a temporary show. Now we can have up to five loan exhibitions of a temporary nature, and in addition we have our permanent collection on display. This means that when we show something avant-garde we don't get the complaints, because if people don't like that show they can go to some other part of the building and see something else. I think, in general, that is a summary of where we sit at the moment.

**Mr. Kerrio:** I think it's very important that we have an understanding of the kind of planning in the various areas of this vote. As you are suggesting, during 1977-78 the expansion program will be completed. I am anxious to hear from you, of course, that it meets with the kind of standards you were hoping to achieve, that gives us an insight as to what is happening.

**Mr. Withrow:** I thank you for this opportunity. If I may boast for a minute, we are very proud of the fact that we put together a \$24 million building expansion and brought

it in on budget, in fact just a little under budget.

**Mr. Kerrio:** You see, Bob, it can be done.

**Hon. Mr. Welch:** The ministry has taken note of the surplus. On the Wintario principle of share, we—

**Mr. Withrow:** In that regard, we are very grateful for the support that we've received from this ministry, but I must say in that connection we are concerned about our budget, because we have not had a full year of operating with this expanded plan and it's very difficult to project the figures in view of the rising costs of hydro and gas to heat the place, and other inflationary factors.

We have tried to project forward. In addition to our capital performance we have, I think, an unblemished performance in the way of operating costs. We have never run a deficit.

**Mr. Grande:** Mr. Chairman, I have no questions. As a matter of fact, for my own particular purpose the only people I have questions for are those representing the Ontario Arts Council and the Ontario Educational Communications Authority. All the rest, as far as I am concerned, have progressed and proceeded well over the year, and I say thanks.

**Hon. Mr. Welch:** That's very kind. They have the Oakwood seal of approval.

**Mr. Grande:** It's a good approval.

**Hon. Mr. Welch:** Does that mean the Royal Botanical Gardens?

**Mr. Chairman:** Does anyone want to ask questions about that?

**Hon. Mr. Welch:** Perhaps if no one has any specific questions for the Royal Botanical Gardens, you might allow Dr. Laking to step up for a minute. Dr. Laking is coming up. He has given just tremendous leadership to the Royal Botanical Gardens. He can be heard every weekend, Sunday morning, on CFRB with gardening hints. Dr. Laking, the director of the Royal Botanical Gardens.

**Mr. Kerrio:** Dr. Laking, I have a particular interest in what you're doing. Coming from the Niagara Peninsula, I think you might appreciate my interest in having the kind of facility we have there. I'm just anxious to get a bit of a resumé as to what has transpired, what plans may be in the offing and just a general description of what's happening in your area.

**Dr. Laking:** Very well. First of all, perhaps I should indicate for the benefit of all members of the committee that the province through the ministry provides roughly half



the funding of RBG. The rest of it comes from municipalities, not only Hamilton but adjacent municipalities, Hamilton-Wentworth, Halton region and the city of Burlington independently.

As far as things that are in the offing, unlike Mr. Withrow who just spoke of their completed facilities, we have been looking forward to expanded facilities at RBG headquarters. The original headquarters was built with provincial funding entirely. We are in the midst of that now, with quite a bit of local component to it as well as other—other being provincial and municipal.

RBG has grown tremendously, particularly in the 1970s, in terms of what it does for people. One of the aspects of this has been our entry into Outreach Ontario programs. This put a strain on facilities, which were all occupied before we even got going on that kind of program. Our facilities are there for that sort of thing, but largely for the public.

We have no way of gauging our attendance because it's so wide open. We estimate it's somewhere in the vicinity of three-quarters of a million, from factors of which we do have some knowledge. We are involved in things that people are interested in, not only in the grounds themselves but in terms of exhibitions, horticultural exhibitions particularly, at RBG headquarters.

We have affiliations with a great number of the specialist plant groups in the province, the country as a whole and internationally. It's a going concern from that point of view. We have a good relationship with your group at Niagara; a long-term one, as a matter of fact.

Mr. Kerrio: I'm pleased to hear that. I must tell you our director in that area participates in the community in those areas, much the same as the minister suggested you do on occasion in sharing information. Thank you very much; that's all the business I have.

Mr. Kennedy: As an old colleague and classmate of Dr. Laking, I should at least have the opportunity to add my welcome to him. I know there are no problems with your administration, Dr. Laking. It's a real pleasure to have you here.

Dr. Laking: Thank you very much.

Hon. Mr. Welch: Were you Guelph alumni together?

Dr. Laking: Yes, classmates.

Mr. Kennedy: More years ago than we'd like to say.

Hon. Mr. Welch: Thank you very much, doctor.

Mr. Eakins: I just want to add one word. I don't miss too many Sundays listening to Dr. Laking. I enjoy it very much and look forward to it.

Dr. Laking: Thank you very much.

Hon. Mr. Welch: I might give you some material for those broadcasts if some of these fellows are listening.

Dr. Laking: I'm looking for a theme two weeks hence.

Mr. Kennedy: Don't read old Hansards.

Dr. Laking: I brought Mr. Vandermaas with me; he is our administrator. Thank you very much.

Hon. Mr. Welch: Mr. Finley is the station manager of CJRT-FM. Would you like to come forward please?

Mr. Kerrio: I will follow much along the lines of the question I directed to the other gentlemen, who shared with us the position of their various branches and what they might have in the offing, or whether the situation is static. I'd appreciate hearing some report on what's happening.

Hon. Mr. Welch: There's no static on this station.

[4:15]

Mr. Finley: You took the words out of my mouth. As to the other meaning of static, I think it's safe to say the station has been far from static.

I think our situation has been that if we had a grand plan it has been one of survival; and the survival has been made possible through the financial assistance of the ministry as well as reaching out to the public. We feel we have been successful. We hope we can continue to be successful in raising funds as an adjunct to the budget awarded us by the ministry.

As far as expansion is concerned, we are on a non-expansion area of our plan, that is the condition within which we work as far as the station is concerned. However, within our present staff of 22 full-time people, we do have some things, some projects, worth mentioning, and perhaps I can brag about one in particular.

We have a concert series, the festival concert series, which is made possible through money from the Ontario Arts Council, Imperial Oil Limited, and a company in Montreal. This year the series is being distributed to 11 FM stations across the country, two of which are in Thunder Bay and Kingston. We hope we will be able to extend this kind of cultural programming to the province and the rest of the country, as we feel we are able to.

There are so many things, sir, I don't really know what to say. We are continuing our open college programming in credit education, at the certificate level, and non-credit education. Our jazz programming, which comprises some 27 hours a week, has another jazz concert series at the Ontario Science Centre. That's presented in co-operation with the Toronto musicians' trust fund and the Science Centre itself; we have 10 concerts this year which we are taping and broadcasting.

**Mr. Kerrio:** I might ask you one specific question. As the transfer of funds from the ministry is \$558,000, could you give me a bit of an idea what your overall budget is? It would give me a little feeling for the overall operation.

**Mr. Finley:** This current fiscal year, our budget figure is in the \$780,000 area; we are committed to raise \$250,000 of that this year.

**Mr. Kerrio:** This is what I had in mind. Thank you.

**Mr. Chairman:** Any more questions?

**Hon. Mr. Welch:** The next agency would be the Ontario Arts Council, represented by the director of policy and planning, Mr. Ronald Evans.

**Mr. Grande:** I have several questions of the Ontario Arts Council; the obvious one is why do we have the Ontario Arts Council annual report 1975-76 whereas from the other institutions we have the more recent 1976-77 reports? Why is there a one year lag with the Ontario Arts Council?

**Hon. Mr. Welch:** We have that report here. I guess the report of 1976-77 has just come in. It is available. I can make a copy of it available—perhaps Mr. Grande can have one and Mr. Kerrio can have one. It has been tabled with the clerk. I am sorry it hasn't been distributed.

**Mr. Grande:** Does there seem to be, generally, a lag with the Ontario Arts Council reports?

**Hon. Mr. Welch:** Do you mean are they tardy in getting their reports in?

**Mr. Grande:** Generally speaking. I am asking this because it was pointed out to me several times by people who are interested in the Ontario Arts Council that they don't seem to be able to get hold of the report.

**Hon. Mr. Welch:** This ministry has the responsibility for getting a number of reports in and this just happens to be the last one in. I don't think they have the distinction of being in that position each year. Every agency has its turn.

**Mr. Grande:** The problem is I won't be

able to read this while I'm speaking on the Ontario Arts Council.

**Hon. Mr. Welch:** Mr. Evans knows it by heart anyway.

**Mr. Grande:** Another question I have is in regard to certain of the big grants that are made to these different agencies. Can you perhaps review two or three of the big grants, those over \$100,000?

**Hon. Mr. Welch:** Mr. Evans, would you respond to that please?

**Mr. Evans:** Yes, if I may, Mr. Chairman; I believe this year we have 13 organizations receiving grants in excess of \$100,000. Traditionally, there are what we've referred to as the big five—The Canadian Opera Company, the National Ballet, the Stratford Festival, the Shaw Festival and the St. Lawrence Centre—which have received the largest grants from the council. This year several more organizations have joined that group.

**Mr. Grande:** Okay; thank you very much. The point I would like to make, in regard to these large grants, to these 13—obviously it's not the big five any longer, it's the big 13 now—however, what kind of review do you do in terms of assessing the performances they put on? Do you do any of that; or do you just say here's a grant application from the Canadian Opera Company? Do you assess what they're going to be doing in that particular year? Do you say perhaps this opera should not be put on but another should? In other words, do you assess the quality of the work that the Canadian Opera Company puts on for that particular year?

**Mr. Evans:** If I may, Mr. Chairman; yes, that's exactly what we do, on an annual basis. Our operation, our continuing operation is a system of annual operating grants to various arts or organizations involved in the arts.

There are now in the neighbourhood of 800 organizations receiving annual operating grants. The form is that once a year the organization submits an application to the council for funding. As part of their application, which is a written application, they must supply us with full budgetary details of the last year, accounting for how the grants were used in the previous year and make their budget projections for the coming year. Audited statements are supplied.

They also give us their artistic plans for at least the next year, and quite often for a couple of years in advance. Our own staff at the council do the analysis of the administration and general business practices, but in terms of assessing the artistic quality of the programs we rely on independent consultants in the field. What we do is ask these



independent people in the community—who would include critics, communicators and educators—for their opinion of the artistic level of any organization receiving funding. Then, on the basis of the consensus of that opinion, the grant is approved, increased, held at the same level or withdrawn. So the short answer is yes, there is a continuing evaluation.

On the specific, would we ever say to the opera company don't do that particular production? I would say it would be extremely unlikely we would ever be in the position of telling an independent arts organization what particular program they should do. We might point out to them a production they plan is a very expensive production, that might require very elaborate sets and a very large cast, and stress to them the small likelihood of recovering close to the costs of that production; but I don't think we would ever be in the position of blocking anyone from doing what they wished to do.

**Mr. Grande:** How much time during the year would you spend in assessing the grants to these 13 big ones to which you are referring?

**Mr. Evans:** In terms of the consideration of the grant by the council?

**Mr. Grande:** Well you mention full budgetary decisions, artistic plans, independent consultants, et cetera. Obviously there is a lot of time, there is a lot of input; how much time would you spend on these 13 grants?

**Mr. Evans:** Generally speaking, the deadline for application is six weeks before the actual council meeting. In that six weeks the detailed analysis of the application is being done by the staff. The staff's conclusions are reported to the council some two weeks before the council comes together so members have a chance to study all the applications before coming together. They come together for three days at a time, consider all the applications that have been received to that time and vote the grants.

The time spent in a council meeting in discussion on a particular application would vary greatly. It might be several hours, it might be half an hour.

**Mr. Grande:** It strikes me as ironic that in dealing with these 13 big institutions, that supposedly have a tremendous number of professional people involved with them in terms of finances and in terms of their decision as to what performances are going to be put on, it strikes me as ironic that we need to re-do this work. My feeling is that, at least with these 13 big ones, it should be

government rather than the Ontario Arts Council that grants funds.

Mr. Evans tells us that the likelihood of their being told that a performance cannot be put on because it would be too costly or whatever is very slim. The likelihood of them cutting their budget is also very slim. It would seem to me that it is the function of government to say, "Well all right; you got \$100,000 last year, we will give you the increase in terms of whatever inflationary factor there is and that is that."

**Hon. Mr. Welch:** That is a very interesting observation. May I just pursue it for a moment with the hon. member? I am very much interested in your response. Are you suggesting that the so-called 13 big ones, the Canadian Opera Company, the ballet, the Toronto Symphony Orchestra—to name three of them; and the Shaw and Stratford Festivals, are they on there?—should really be put out on a list, much like the Art Gallery of Ontario and the McMichael Canadian Collection, and dealt with as so-called cultural institutions independent of the council?

**Mr. Grande:** Not necessarily; I suggest that they should be dealt with as institutions.

**Hon. Mr. Welch:** Well I mean, what we call them is another matter. We have a number of transfer payments that we make as a government, independent of the Ontario Arts Council. We make a transfer payment to the Art Gallery of Ontario and McMichael, and representatives of these particular organizations have been here today. I just wanted to make sure I understood the observation of the hon. member. Is he suggesting that these 13 clients of the Ontario Arts Council might be treated as recipients of direct transfer payments from government rather than having it go through the Arts Council?

**Mr. Grande:** My understanding of the Arts Council was, and still is, that it is to encourage new forms of expression, to encourage theatre groups, to encourage musical groups that are coming on stream as opposed to an established group; therefore I see the established group as the function of government. The funding of these other groups that are coming on stream would be the function of the Ontario Arts Council, because it is at that particular time that the qualitative decisions have to be made in terms of funding or not funding. The help and the expertise of the Ontario Arts Council which these new groups would require would be invaluable. Yes, that is my thinking.



**Hon. Mr. Welch:** There is at least one political jurisdiction in this country which does deal directly, I suppose, not just with the established groups but with all groups. Alberta does not have an arts council does it?

**Mr. Evans:** No, it does not.

**Hon. Mr. Welch:** The province of Alberta does this through its Department of Culture.

**Mr. Evans:** Quebec also.

**Hon. Mr. Welch:** I guess the province of Quebec as well. As a matter of policy in this jurisdiction, we established the Ontario Arts Council some years ago to be at arm's length and provide some type of independence from any government ministry, to make certain value judgements along the lines which the hon. member has just mentioned. [4:30]

I think both Ontario and the government of Canada do this through their councils—we through the Ontario Arts Council and the Secretary of State through the Canada Council. It's an interesting observation because there is some precedent, not just for the established groups, but indeed for all groups applying to deal directly with government. We have opted to go the other way. I take it that the hon. member is saying you'd have to have some type of criteria by which a group that has been nursed along and supported in its initial stages by the Arts Council becomes the so-called established group and therefore gets transferred to the ministry list from the Ontario Arts Council list. That would be an interesting—

**Mr. Grande:** Taking the Canadian Opera Company as an example, I don't think they do require the expertise of the Ontario Arts Council in terms of the decision-making process that they go through. They would come to the Ontario Arts Council only for funds to do it.

**Mr. Evans:** I might just point out that when the council was brought into place in 1963, the Ontario government was already funding a number of organizations. Among those were things like the Stratford Festival, the Toronto Symphony, the Canadian Opera and so on. So the council, in effect, inherited a certain amount of ongoing granting function. Historically, we have performed both functions; that is, sustaining what might be said to be fairly advanced arts institutions, providing their ongoing funding and also encouraging the new.

We tend to regard the arts very much as a continuum. The very youngest musical group, for instance, has some relationship to the very oldest and most advanced. They

draw some kind of sustenance from the existence of the older group and there is in fact a cross-flow of communication that is going on all the time.

The other pertinent point is, I would venture to say, sir, that I think you would find those organizations that you are suggesting no longer need any kind of feedback or counsel from the council, would in fact prefer to stay with the Ontario Arts Council. There have been indications of that almost uniformly from all the major organizations. They feel it is a good relationship. It's understanding. There's a buildup expertise there now that allows almost a short-hand communication.

**Mr. Grande:** Perhaps the reason might be that these particular groups—and we're only talking about 13—would like government and politics to really stay away from what they're doing in terms of performing. I can appreciate that. They very easily tell whoever wants to hear that they feel their performance should not be regarded in any way as under the influence of politics. The arts, they want to remain separate from politics.

Perhaps through the Ontario Arts Council that separation is affected. What I'm suggesting is that because of these 13 big grants, a lot of the Ontario Arts Council time is spent in these when it's not necessary. I think the Ontario Arts Council functions to nurture and to bring along new expressions, new groups that are forming. As far as I'm concerned, that's the place where the Ontario Arts Council has a function, a real function, to play.

I hear this constantly from young artists, whether they be in visual arts or in theatre or whatever, when they hear "Ontario Arts Council," they're saying, "It's almost getting as bad as the Canada Council."

**Hon. Mr. Welch:** Heaven forbid!

**Mr. Grande:** When you talk to administrators, they say the government should be putting more money into the Ontario Arts Council. From the administration point of view, the Ontario Arts Council is fine. From the individual artist's point of view, Ontario Arts Council is perhaps going the route of the Canada Council. I was trying to find a way, perhaps, of relieving the Ontario Arts Council of some unnecessary work so that the Council can go on and do the work that it has the expertise to do.

On October 25 I asked a question on the order paper regarding how many individual artists were granted money. It says here that there were 2,050 grants to individual artists totalling \$1,514,652 during 1976-77, whereas

for cultural groups there were 1,095 totalling \$7,753,807. I think perhaps the individual artist is not looked at by the Ontario Arts Council in the same way a group is looked at. I would strongly suggest to you that you should be thinking in terms of this direction and moving more towards the individual artist, to the groups that are coming onstream, as opposed to remaining particularly with these 13 big grants and keeping them there. You spend a lot of time with them.

That's all for me, Mr. Chairman.

Mr. Kerrio: As I recall, Mr. Minister, there was a \$1.5 million increase in the budget of the Arts Council in the last budget, and we are looking at a \$1 million increase over last year's budget of \$10.5 million. The reason I am raising this, of course, is that at the outset, I am very concerned about holding the line in our budgetary expenditures, and particularly in some of the areas where I think we should be not allowing an increase but holding the line.

When we look at the interplay with the Social Development secretariat—and I brought the point forward that we had very serious problems with many needs in other ministries related to the secretariat of Social Development—I questioned that increase last year, and I say this year again, that while that was increased in a substantial manner, other areas suffered within this ministry, within this vote, actually. Typically, the Royal Ontario Museum was allowed a five per cent increase. Budgets were cut by the Art Gallery, the McMichael Canadian Collection, the Ontario Educational Communications Authority, and the Royal Botanical Gardens. We are restricting, I think, some of those institutions; we have increased considerably the flow to the Arts Council.

I would like to pose a question about the financial planning. I would like to talk about the priorities as they apply to the institutions as opposed to the council. This, then, would relate to the point to which you might be addressing yourself. Furthering the specifics of the question—I think that maybe I would question Mr. Evans—do you have any comments in regard to that kind of increase in the budgetary expenditure in two years?

Hon. Mr. Welch: I think the question that the hon. member for Niagara Falls poses is worth some consideration this afternoon. In responding to our friend from Oakwood who raised some questions in connection with the budgetary process as now reflected in these estimates, I pointed out that we did sit down with all of our agencies and cultural institutions to discuss the whole budgetary

process and to go into some detail with respect to what their needs would be for the fiscal year.

We indeed ask them to share with us their priorities and to tell us what would happen if they only had 95 per cent, what would happen if they were straight-lined at 100 per cent, what would happen if they had 105 per cent, and so on—we ask them to provide us with some insight into what they see as important initiatives to take in their own work.

Keeping in mind what my overall responsibilities in the ministry were, with respect to making representations to government re my overall budget, it was incumbent on me to make some judgement with respect to all this information which I had, and therefore establish some ministry priorities with respect to the allocations which are now, as the hon. member for Niagara Falls correctly points out, reflected in my estimates currently before us.

I think it would be unfortunate at this stage to be making a comparison between the Ontario Arts Council and one of the other institutions, as if the Arts Council was a single organization such as the McMichael Collection or the Art Gallery of Ontario. We're talking about an agency which has to deal with some 2,000 individuals, and almost, if not more than, 1,100 different groups. They have a very large constituency themselves to deal with; all of which have their requirements as well, faced with inflation, faced with the possibilities of charting new courses for their particular operations and seeking some assistance.

I don't apologize for the priorities which I established and which I represented in this budget in any way. I do recognize that there are different amounts for different groups. I point out to you with one exception—I think it's CJRT—it meant an increase for them all. It meant an increase in varying amounts. The ultimate grant to the Arts Council is in recognition of the many problems their clients would experience and indeed recognizing what the member for Oakwood himself said, the growing number of individuals—which of course should not be a surprise when you think in terms of our population expansion—who indeed, are seeking help from the Arts Council to develop.

Mr. Kerrio: Mr. Minister, of course you realize the tone with which I asked the question. I prefaced my remarks by suggesting that there was some 24 per cent increase in the ministry in two years. It strikes me as being very difficult to feel comfortable with this, in view of the overall economic



restraint and whether it's being asked for in the other ministries.

**Hon. Mr. Welch:** Mr. Chairman, the hon. member will know that we have some type of an arrangement, that hopefully before 6 o'clock on Wednesday afternoon, he would join with me and be delighted with respect to this increase. That only gives me two more days to convince the hon. member that we really shouldn't be critical of ourselves in providing from public money this increase for what I consider a very important part of our life-style in this province.

These may be the non-material things, but on the other hand they're very important things in providing for the constituency which we serve together, the large constituency known as the people of Ontario; providing them with these resources in order that they may develop.

**Mr. Kerrio:** Mr. Minister, I concur with you and I wouldn't like Mr. Evans to think we're taking a particular position with one branch within your ministry. But I leave this thought with you when you suggest to me—

**Hon. Mr. Welch:** I'm sure they're all taking notes.

**Mr. Kerrio:** —that you're very proud of this expansion and that we should all share in the cultural advancement. I want to bring something to mind to you. There are many hundreds of people—I would say thousands of people in our communities—who work throughout our communities and maybe never avail themselves of all the goodies we're talking about here. It's incumbent upon those among us representing the opposition, to be certain we protect their interests in these matters.

I've seen many families that have never visited the kinds of things we say are very important to those other people in our society. I'll agree; but I also want to caution you that we do have the responsibility, and that I for one, with my background, don't quite agree with such increases in expenditures in this particular area. We've come through many thousands of years of history. We certainly all appreciate the kind of talent that's been given. I want to be certain that we're not disadvantaging the other people who do not avail themselves of what we have here. I grant you they are open to them—

**Hon. Mr. Welch:** In what way would they be disadvantaged?

**Mr. Kerrio:** The very suggestion that there are hundreds of thousands of people who pay their taxes and just don't go to these things.

**Hon. Mr. Welch:** The point is, that doesn't

necessarily mean they're not available to them.

**Mr. Kerrio:** I'm not suggesting that they are not available. I am suggesting it is incumbent on us to protect their rights and I suggest to you in that responsibility we differ a little bit on expanding this particular ministry.

**Hon. Mr. Welch:** Well, we differ a lot.

**Mr. Kerrio:** Oh yes.

**Hon. Mr. Welch:** We differ a lot. But I know many people who have never owned a car and I haven't got a letter from them saying they resent all the money that Transportation and Communications are spending on highways.

**Mr. Kerrio:** No, they are probably supplementing some of the guys who do own cars.

**Hon. Mr. Welch:** But really if one wants to carry on this particular analogy, and I'd be delighted, I would have felt we would be very pleased that government had recognized its responsibilities in this area and was providing resources. Indeed, the message I hear of course, is one where the pressure that all of these particular groups, organizations and individuals are feeling with respect to budget and who could feel that perhaps we should be doing more. There are so many areas.

As far as I am concerned, there has been such a growth and such an appreciation of the arts. I can give you all kinds of examples: The Forum at Ontario Place has opened up access to many people who perhaps otherwise would not have gone to a certain line to buy a ticket to go into any particular building. They have been able to be introduced to the ballet and to the opera and to the Toronto Symphony Orchestra and a number of groups. Look at what's going on in the city of Niagara Falls, the city of St. Catharines and in Toronto; the number of groups that are finding some opportunity to express themselves through organizations like symphony orchestras, or taking classes in art and so on.

I say to the hon. member for Niagara Falls I just think this is great and I would like to see more of it. I don't get any letters from anyone who says: "Since I have never gone to the Art Gallery of Ontario I resent the money going to the Art Gallery of Ontario."

**Mr. Kerrio:** I didn't suggest they would resent it, Mr. Minister. In fact, some of the people may be very pleased that it is happening. I only said it is incumbent on us to see that there isn't an overbalance. I am suggesting that in the context of the economic cli-



mate as it exists today, we are headed in that direction. I am attempting to say to you there have to be some priorities.

**Hon. Mr. Welch:** I would fail to understand how anyone could really feel we have been overly generous when less than one per cent of the budget of the province is allocated to this ministry.

**Mr. Kerrio:** You are only proving that the budget is too damned high.

**Hon. Mr. Welch:** I would rather use that evidence to show that this is far too small.

**Mr. Kerrio:** It's one per cent of \$14 billion now, you know.

**Hon. Mr. Welch:** Perhaps at this stage we can agree to disagree, but give me till Wednesday afternoon at 6 o'clock.

**Mr. McKessock:** Could I put a supplementary into that priority business, Mr. Chairman?

There are several communities in my riding that are looking for money for sewers for the first time. They haven't got sewers yet and they have been awaiting action from the Ministry of the Environment for quite a few years now. Also, the Ministry of Agriculture and Food hasn't got enough money to supply a supervisor for the dairy herd improvement association. It seems that the extra things take precedence over small necessary things that are needed just for living. I think this is what Mr. Kerrio is pointing out.

**Hon. Mr. Welch:** I don't think the point of the member for Niagara Falls has been missed and I am very sorry that his colleague has joined him in this. I just invite you to look at the last 10 years of this government. Look what Environment and Agriculture have had over the years for the particular programs to which the hon. member makes reference, and take a look at the budget for Culture and Recreation during those years. I can tell you that certainly, when one wants to talk in terms of balance—and I am not speaking on behalf of my colleagues in other ministries—I ask you to look at this one and make the comparison. I suggest, with the greatest respect, that this is not out of balance and this does not represent any undue emphasis in this particular area. Indeed, I think one should see finally with the establishment of the ministry, some recognition of the importance of this particular branch of government and the services which are supported through both financial and personnel support.

**Mr. Kerrio:** Mr. Minister, I don't for a

moment question that particular fundamental need for the sort of thing that is happening. I am trying to relate it to the economic climate as it exists and put it into some kind of perspective.

I might deal with just a couple of specific questions while we have Mr. Evans here and that is in the criteria, in the grants policy as far as the Arts Council is concerned. Mr. Evans, are you satisfied with the structure that exists, say, with artists that can apply to various galleries and receive multiple grants? Are you satisfied with what's happening there in that regard?

**Mr. Evans:** Yes. The understanding is that an artist can apply through our decentralized system which allows the artist to go to any one of 40 or more galleries and get a recommendation for a grant. An artist may get more than one recommendation and more than one grant, but the ceiling on what one artist may receive in one year is \$3,000. It cannot exceed that. At that point, if another recommendation for a grant comes in, we inform the recommender that the ceiling has been reached. We feel there is no abuse of the system as long as there is that limitation.

**Mr. Kerrio:** Yes, that answers the question then. It wouldn't really matter then how many applications he made as there was some control at that other level. I have one specific area here as it relates to a workshop in Upper Canada College. This has to do with a report in the Toronto Star concerning a Mr. Austin Clarke. He has conducted a creative writing workshop at Upper Canada College through an Arts Council grant. I wondered to what degree the Arts Council participated in that workshop. Was it only for the students there or was the workshop open to the public? Have you any way of knowing?

**Mr. Evans:** I cannot say with absolute certainty on that particular grant, but I believe it would be part of our program called Creative Artists in the Schools. The program allows any artist in co-operation with any school in the province—public, separate, Indian or whatever school—to approach the council for assistance to do a project involving students. The artist must obtain the involvement of the school to the extent that the school now must pay 25 per cent of the cost. If the school will agree to that, then the council will pay up to 80 per cent on the cost of the artist's fee for that project.

These programs are exclusively in-school. They are not open to the community. We do have other workshop programs which we will fund on the basis that they are open to the community, but this particular program is

limited to the school system. Last year I think we had about 330 of those projects in schools throughout the province, elementary and secondary schools.

**Mr. Kerrio:** That answers my question. I think that covers pretty well the area I was concerned with in regard to the Arts Council.

**Mr. Duzssta:** I am sorry the minister is not here because the minister was defending some of these grants. I think one per cent is nothing really for what Ontario gives to the arts in comparison with other governments.

**Mr. Kerrio:** Add 99 per cent to it and you get 100.

**Mr. Duzssta:** I have nothing against sewers. Far from it. I'm just as much for them as you are, but you mustn't forget that art also provides jobs, among other things. I'm just looking quickly through your report and clearly it mops up all sorts of unemployment if we give this to the artist. My concern is a bit different really. What I want to ask Mr. Evans is how much of the money that is provided to the major companies is actually provided with the understanding that they should tour or provide artistic or other theatrical performances outside the major metropolitan areas. Can you give me some indication of that?

**Mr. Evans:** There is a considerable concern on the part of the council to get more of the organizations out touring. The unfortunate thing is that the bigger the organization, the bigger the scale of production which is being done, and the more difficult it is to take it on tour. As I'm sure you know, the National Ballet, the Canadian Opera and Stratford are all doing tours. The St. Lawrence Centre does not tour, but then it has a touring company, the Hour Company, that goes to the schools.

We have a program called "On Tour" and it's specifically devoted to getting more of the arts out to the smaller communities. This program provides assistance directly to the community sponsor in order that it can buy the works of arts on the road. This year I think some 300 communities in Ontario have been able to participate in that program, so there is more touring activity in the province than there has ever been before. I think, undoubtedly, there is more than almost anywhere else on the continent.

We'd like to see a great deal more. We certainly are cajoling, offering incentives, prodding wherever possible. Happily, most of the arts organizations are delighted to get out on the road. It is difficult because it is very expensive.

**Mr. Duzssta:** How does it work in terms of your support? That is really a major concern for me. I think in many other countries—I was just thinking when I visited Poland all the theatres had to do what they described so politely as "salt mine duty." They had to go the schools and villages and do it. It was a part of getting any type of money for their production; they had to do it. You say this has started quite recently. I remember a number of years ago you didn't do this as much. When did you start this program and what percentage of the money now goes into tours?

**Mr. Evans:** Specifically, the on-tour program, which is the one that offers direct assistance to community sponsors, is roughly four years old now. That is comparatively recent in the history of the council, which is 14 years old, but there have been touring programs since the beginning. It is simply that this one is now identified as a separate office within the Arts Council and that's its only responsibility.

In encouraging the organizations to tour, we do not stipulate that they must tour. I think that would be an imposition on any company to say it must. What we do generally is to break up the grants according to, "This is the grant for your home program in your own theatre. This is a grant that is available for touring purposes." Most of the organizations make an application on that basis, saying: "This is what we need to do our regular program at home, and this is what we need to go out on the road." Hopefully we respond on the basis of what they need in order to do a touring program.

**Mr. Duzssta:** Actually, that's partially Mr. Kerrio's objection, that not everyone can participate in touring. Some people will not go and some people will not be in that number. I will bring up a couple of other things but the obvious one is that it's simply not available because of the geographical location. What you are doing, obviously, is: Maybe you don't stipulate to every company that it must tour but you do consciously provide an incentive and money for it to go, which means that you have to have extra money from the government to provide the touring.

**Hon. Mr. Welch:** Mr. Chairman, if I may comment, in addition to what the Arts Council may do itself to encourage this sort of work, in this particular vote you will see a sum of money to be set aside for Outreach, which is specific grants from the ministry to agencies to assist them in making sure that the work of that agency is felt out in the



province as well. You'll find that the agencies that we've been talking about today are very active in this regard to make sure that they are represented in communities, so that people who can't get to see them have an opportunity to see some of their collections.

Indeed, that is further supported by the Festival Ontario program where this ministry co-ordinates the work of the Outreach program of agencies and the work that is going on in communities themselves, keeping in mind that we're trying to use some of these moneys to stimulate work going on in the communities. One mustn't be looking to the large cultural institutions here as the only expression of Ontario cultural activities.

I appreciate the supportive comments that have been made by the member for Parkdale in pointing out that, if one wants to get into the economic implications of these, they're very real. Studies have been done to show how the arts are a fairly important factor in so far as our economic life is concerned. But in the meantime, if you were to take any community, what with the community centres that have been built by grants themselves, with some help from our program that is going on there, and theatre and music and the visual arts that have been stimulated, I'm sure there would be a fairly interesting breakdown between what happens, say, in this part of Ontario and the grants that go out into other parts of Ontario as well. There is a distribution throughout other parts of the province in addition to those that are given to the big institutions here.

[5:00]

In summary, the Arts Council itself does the work to which Mr. Evans has made reference. There is the Outreach program itself, a very deliberate program of the ministry in working with the agencies to make sure that they, in fact, as the name says, reach out into the province. The museumobiles at the festivals and the work of the Royal Botanical Gardens are an example. You heard Dr. Laking today talking about their particular work as well. People who can't necessarily get here to see the facilities have access to the programs in their own communities, so I support what the hon. member was saying, and we hope we could indeed be identified with doing even more of that.

Mr. Dakszta: Before I turn to the second point, I agree with where the minister has already started going. I would just like to emphasize more. Maybe first, it's a question of the provision of finances for touring. Second, it is to establish a climate among

bigger companies, especially metropolitan-based ones, that this should be part of their respective responsibilities, to have either a touring company or otherwise. It is always going to be more expensive to tour, naturally.

Hon. Mr. Welch: Would you explain to the member, Mr. Evans, the Creative Artists in the Schools program? There's an exciting program that gets us caught up.

Mr. Evans: As a matter of fact, Mr. Minister, in an answer to a question by Mr. Kerrio, I did go into that program. If I might mention, though, one other element, it is that the facilities available throughout the province to receive touring productions of the scale produced by the large organizations are quite limited. There is a philosophic discussion that goes on all the time on whether it does anyone any good to see a production of the National Ballet taking place in a hockey arena or in a local school gymnasium, whether anyone can get the quality, the excellence, in that kind of facility. So the tendency is much more towards smaller touring groups, small mobile theatre, dance and musical companies who are now fanning out over the province.

I might mention one Arts Council program that has gone a long way to assisting this. It's a program called "Contact" in which, for four days each fall, a showcase is held in Toronto of all the touring attractions available. The council brings in from throughout the province those sponsors on campuses and community groups who would be interested in securing the services of these arts organizations. For four days these potential sponsors have a chance to sample the wares of and to make contact with these people. That's turned out to be a very successful program in terms of getting more things going out to the province.

Mr. Dakszta: How many of those touring companies go to places north and west of North Bay? Do you send them as far as that into the really smaller northern communities?

Mr. Evans: Yes, some of them go into the very tiniest communities. As a matter of interest I have made up a list of the communities where, as part of our funding, touring is involved, the number of communities of a population less than 5,000 which have received assistance in this line. It's two pages of single-spaced typing on the names of those communities. The totals that we have put out this year amount to almost \$200,000 specifically for—

Mr. Dakszta: This is for the local groups?



Or for touring from the metropolitan companies?

**Mr. Evans:** Both. I must make it clear that the assistance usually goes to a local group to enable it to purchase the services of the touring groups, so in effect we are funding from both ends. We do give money to the groups in order to tour. We also give money to the local sponsor in order that he or she can buy it. It works on a formula basis. South of the French River the formula is one-third of the fee of whatever the attraction is, up to \$1,000. North of the French River it's half the fee, up to \$1,500. For any Franco-Ontarian community, it's also up to \$1,500 and half the fee.

**Mr. Duksza:** I notice about \$80,000 has gone to the Canadian Opera for touring.

**Mr. Evans:** Yes. That's for their spring tour.

**Mr. Duksza:** The other question is a bit different. I notice that you have given significant support to the Franco-Ontarians. Have you considered support of any artistic activity in other languages besides French and English, and if not, why not?

Maybe the minister should answer this after you answer it. It is as much a political decision as an artistic one.

**Mr. Evans:** I guess the question of language is principally involved in the literary and the dramatic arts. I must say in the literary arts, our assistance goes only for literature in one of the two official languages, either French or English. We do not have a program of support for writing or publishing in other languages.

**Mr. Duksza:** A few years ago I remember yourself and a couple of other people actively seeking out writers in languages other than English and French. What happened to that program? Has it sort of died on the vine or was it successful?

**Mr. Evans:** We're still developing a program in which we hope first of all to identify writers who are working in languages other than English and then help them with translation. The principal difficulty for the writer who is working in a language other than English or French is to get someone to respond to their work. The bulk of the publishing industry, of course, is in English in Ontario. About 90 per cent of the English-language publishing for Canada goes on in Ontario. There's only one French-language publisher in Ontario—a small publishing house named *Prise de Parole* in Sudbury.

As far as we've been able to ascertain, there is no other-language publishing in

terms of books, on a continuing basis. If there were, I think we would be able to use that facility to set up a system but at the moment, I must admit, it's a fairly ad hoc search. We have one small achievement to boast of of late: A Hungarian writer approached us not too long ago. Happily, he had been able to find his own translation, with someone in Washington oddly enough, and we were able to direct his work to *Saturday Night* magazine. His first short story was published in the last issue of *Saturday Night*, as a result of that. That's as big a breakthrough, in terms of getting the first writer of a language other than English and French into print in Ontario, as we have been able to achieve so far.

**Mr. Duksza:** Well, there are two things: one, publishing in their own language, two, having this work of art translated into English. How active are you in doing both those things? I know there was this program and you just mentioned one example. Is it an ongoing program or has it been abandoned—searching out talent and supporting writers in other languages and having them translate it?

**Mr. Evans:** If I may, Mr. Chairman, it has not been abandoned at all; it is an ongoing search. We have not been able to set up a definite system that can respond to the needs of that community and I frankly admit we haven't been able to accomplish it yet.

**Mr. Duksza:** What are the difficulties, Mr. Evans, in setting up this type of search and this type of system?

**Mr. Evans:** Well, principally, locating the talent, and being able to respond to it. If at the moment, for instance, let us say a Czech writer exists in Ontario who is not able to write in English and is only able to write in Czechoslovakian, we do not have a system for being able to assess the quality of that writing. We need to build up a field of expertise that can respond to it. Until we can build up that field of expertise, we cannot, for instance, promote a program that says, "Anyone writing in a language other than English and French, please approach us for assistance."

**Mr. Duksza:** What do you need to set up this type of program? What kind of help do you need from the minister to do it?

**Mr. Evans:** It's not a matter of money, essentially. It's a matter of developing an infrastructure that can respond. There may be the beginning of that within the University of Toronto and its multicultural history program. I think that there, for instance, we

may be able to find the expertise in terms of translation and in the field work they are doing with the multicultural community now. We may be able to develop a system out of that pilot.

**Mr. Duszta:** The other part you mentioned was theatrical performances.

**Mr. Evans:** There, our assistance goes through an umbrella organization called the Multicultural Theatre Association. Essentially Arts Council assistance goes to the professional arts, or at least semi-professional. Within the multicultural world, they have not developed to this point.

**Mr. Duszta:** I was looking very quickly through some of your groups. I would say they are the very best, semi-professional, the theatres that you're supporting—so surely that would apply really to the ethnic theatre. If there is any, I'm not sure how many there are.

**Mr. Evans:** Wherever there is an ethnic theatre company beyond the amateur stage, where there is some professional involvement, they can apply to the council on exactly the same basis as any other theatre company and receive, I might say, a very sympathetic response because we're very conscious of that area.

**Mr. Duszta:** If there isn't, maybe most people have not thought in those terms. Has the Arts Council actually made a more active search to stimulate support and to suggest even this type of thing in the road umbrella of multiculturalism in which our minister believes so strongly?

**Hon. Mr. Welch:** Is there some significance that as soon as you made that statement, thunder was heard?

**Mr. Grande:** On a day such as this, Caesar was born.

**Mr. Eakins:** Would you call that the performing arts?

**Hon. Mr. Welch:** Not bad timing.

**Mr. Chairman:** Are you finished now?

**Mr. Duszta:** No, I think that question's still hanging there. How active is the Arts Council in stimulating this thing or are you always waiting for response from a group in the community?

**Mr. Evans:** I'd have to say essentially we are a responsive organization, that the degree of community animation that we're capable of doing is quite limited.

**Mr. Duszta:** Why are you limited? Is that a policy decision?

**Mr. Evans:** It's partly a policy decision and I think it's partly a limitation of the staff

availability and the fund availability to go out and do animation programs. Happily, we are able to call on the resources of the ministry's field staff, which is very well located throughout the communities of Ontario. Essentially, I believe a good deal of their work is in the field of animation.

I would say principally our animation, where we have undertaken it, has been within the Franco-Ontarian community.

**Mr. Duszta:** Mr. Minister, could I redirect this question to you, to ask what is your policy feeling or what's your philosophical approach to going out and, as Mr. Evans describes, animating the communities towards production, both literary and theatrical, in other languages than English and French?

**Hon. Mr. Welch:** I think Mr. Evans has explained the position of the Arts Council. You will of course appreciate that the Arts Council develops its own policy in so far as its particular program is concerned. To that extent I support the efforts of the Arts Council in this regard.

We'll be coming to this matter in another vote from the standpoint of what we do in the whole area of multicultural development, and certainly I would hope we could show, through that program, through grants and transfer payments in that particular vote and the Wintario program itself, as it relates to multicultural development, that the ministry is providing some very tangible support, is providing for not only this type of development, but particularly as it relates to the sharing process.

Making perhaps some distinction on the question of language and culture, we would hope that the sharing idea would have to be predicated on the fact that in order to share with large numbers of people the many cultures that we have, there would have to be some attempts to make sure it's available to our people in the two official languages of the country. But from the standpoint of our interest in, our support of, the multicultural development of our province, certainly when we get to that vote, I'd be glad to share—

[5:15]

**Mr. Duszta:** I realize the vote is coming later and maybe you're quite right. I'll ask this question again when that comes, as I have done now. But to return to the Arts Council, I'm not sure I could accept the minister's statement that everything has to be understood in the two official languages. Because I think one can have artistic creativity in terms of language, both



writing and theatre for the people, where there are large groups who do not maybe participate fully in the English theatre, don't fully understand the English. I don't want to fraction the culture—

**Hon. Mr. Welch:** I don't think I'm being fully understood. We were talking in some other connection—I think on the general vote—the question of the Heritage Language program. Although that doesn't fall within my ministry, I wouldn't be surprised if in order to see learning materials provided for that program, materials will have to be provided in the languages that are being studied. There's always been a case as to whether there are sufficient materials that we're producing ourselves in those other languages that would be used as part of those courses. I would take it that as more boards are developing those programs, there will be an increased demand for certain materials obviously in languages other than English and French.

**Mr. Grande:** I'm glad you're coming around.

**Hon. Mr. Welch:** I really wasn't attempting to avoid this issue. I'm saying one of the great policy decisions we've made, or one of the principles which would indeed influence us in the whole area of multi-cultural development, is the sharing of other cultures, if people have an appreciation of them.

I'm only pointing out that that's why I attach some importance to what Mr. Evans has said with respect to the availability of translation services. Whether it's the great Ukrainian poet, Shevchenko, or whoever, for large numbers of our people to have some appreciation of what he and other artists are saying to us, their work has to be available in the official languages of the country. I see that as a very important point. I say this not instead of what you say, but rather in support of what you say.

**Mr. Duksza:** Let me say that I do agree. I think what Mr. Evans is suggesting, to find the talent among the ethnic communities and to help them have it translated into English and French, is in fact a very valuable service. That's why I was speaking up on it. I knew it existed and I was hoping that it would not only continue but that it would be augmented. I think there's a lot of talent—I would suggest you could be even more active.

I do like the way the Arts Council has moved towards providing some of those things for the general public. This is another aspect of what we were discussing. I'm quite

happy with that. I've no more questions on that. I'll come back to ask another item, too.

**Hon. Mr. Welch:** Fine, thank you.

**Mr. Eakins:** I just wanted to ask one question about summer theatre programs. How many programs do you support and what are the qualifications for support in the summer theatre programs? How do you determine the amount of support which you give?

**Mr. Evans:** The criteria for deciding grants are much the same as the criteria that apply in all our granting. That is, there should be a fairly broad community base. First of all, it must be a non-profit operation and it must have a community base as represented by an independent board. Their funding must be coming from a mixture of box office and fund-raising within the community so that they don't rely entirely on Arts Council assistance. Again, they must be at least semi-professional in nature. That is, there must be professional direction and a certain number of the company must be professional. The budget for summer theatre grants is just over \$100,000.

**Mr. Eakins:** How many would qualify for that, say, in Ontario? How many would qualify during a season?

**Mr. Evans:** I don't have the exact figures but I would guess in the neighbourhood of two dozen summer theatre operations throughout the province.

**Hon. Mr. Welch:** Is the Victoria Playhouse one of them?

**Mr. Evans:** Yes, indeed.

**Mr. Eakins:** We've always appreciated support of the Kawartha Summer Theatre. I think through support of this ministry it has come on very well. In fact, they have an endowment fund. I think when it's fully endowed it could very well be one of the few, if not the only, fully endowed theatres in Canada. It's an excellent one and we've appreciated the support. I'm just wondering what some of the background qualifications for support are.

**Mr. Evans:** If I may reiterate, certainly community support is one of the main criteria and in terms of the Victoria Playhouse, it has been outstanding.

**Mr. Grande:** Before we move to the next vote, I have two very quick questions and perhaps one statement.

Regarding the Creative Artists in the School's program, it has been going on now for, what—two or three years with Ontario Arts Council?

**Mr. Evans:** I think about four years.



**Mr. Grande:** How successful do you feel that this program is?

**Mr. Evans:** In some terms we feel that it has been remarkably successful—there are now over 300 artists annually working in the schools. In other terms, it's very unsuccessful—there are 1,500 secondary schools, I think, in the province. That means that there are an awful lot of schools that are not getting that kind of artistic input.

We're somewhat disappointed in that too many of the projects take place within Metropolitan Toronto and we would like to be going outside of Toronto, into more remote communities far more.

There has been some success in getting artists going out, partly because the program now offers travel assistance to the artist to go virtually anywhere in the province to do one of these projects. The council will pick up the cost on those expenses for travel.

Generally speaking, I think it's a very successful program and it's becoming a model in the country for a program of this sort. There is no other parallel type of program in Canada that I know of.

**Mr. Grande:** You say it's limited in scope but you obviously would not be getting to the 1,500 high schools with this particular program. I wondered to the extent that this would be seen as an educational function and hence could properly be put under the Ministry of Education.

I'm trying to say to you that certainly your job is to begin programs of this nature, to encourage the arts, to put the artist where he or she will be most useful in terms of giving an appreciation of theatre and paintings and whatever to children in schools. However, there comes a particular time when a program that you animate, that you begin, should be transferred over to the proper ministry, meaning the Ministry of Education as far as this program is concerned. This should be done so that you would have the time to initiate other kinds of programs, so that you would have time to go into precisely that area which Mr. Dukszta was talking about.

Given the minister's idea of multiculturalism, which sets out to pervade all ministries and all institutions within this province, it really was news to me that the Ontario Arts Council is not going in that direction. It's making attempts, but there certainly does not seem to me to be any kind of program in place. The point, of course, is that with any artist, be it a writer or whatever—a writer in particular—it is virtually impossible that a writer would create any works in a second

language. It's virtually impossible. It's unheard of. Outside of Kipling, I don't know anybody else.

**Mr. Evans:** Conrad.

**Mr. Grande:** Conrad. You're right. I don't know anybody else. Therefore the encouragement to these writers would obviously have to be in their native language because that is the kind of contribution that they can make to this province. I would encourage you to go into that direction very heavily. The other program which you started, I believe, was the Contact Program. I think that it's time the Ministry of Education took on this particular program because this is really art and creative arts in the schools. Hence it's an educational function.

**Hon. Mr. Welch:** I'm sure there are a lot of other programs going on in the school system with respect to that. There is theatre arts—schools have encouraged this, as the hon. member will know, not necessarily as a formal program, but as an extra-curricular program in the schools. I will remind the hon. member that it gets a bit confusing to me when in his general remarks he says, "Since the Heritage Language Program isn't going so well in the school system, you should get in there and do something about it." And when we do have a good program going on through our own agency he wants to see us get rid of it and give it to the school system.

**Mr. Grande:** I don't know where you're making the comparison and whether the analogy is fit.

**Hon. Mr. Welch:** That's my point. We think the Arts Council is doing a very good job in this program as part of the democratization of the arts, getting artists out to meet young people. We see that as our responsibility.

**Mr. Grande:** I think you're trying, on purpose, to confuse. All I'm saying is that it is the job of the Arts Council to begin programs of this nature. Once the program is successful, then obviously the proper ministry, or the proper authority, should be picking it up. If you feel that Education will not pick it up and the program will be destroyed, then that is something you should say.

**Hon. Mr. Welch:** That would be my worry.

**Mr. Van Horne:** I'll be the devil's advocate for a moment and suggest that if we are in a time of constraint and if it is part of your function to get these things rolling, Mr. Minister, sooner or later we have to turn

them back to the community. I would be very loath to see them turned over to boards of education, to put the boards in a position where they have to find extra funds. Perhaps the minister himself, Mr. Wells or whoever may follow him, would be forced to find moneys to devote to this at the expense of cutting back on the basics which we all—I think most of us—believe to be not meeting the standard that they used to or that they should be meeting now. I think, maybe, we're talking a little bit of pie in the sky if we start passing this off on to Education.

**Mr. Grande:** You won't spend any more money than you already spend on this program.

**Mr. Van Horne:** I'm sorry, but in this instance I'm going to disagree and say that up to the point that you are suggesting that the program is good and that it should be turned over to some other agency, perhaps that agency should be something other than Education. It can't do justice to the very things that you are in support of, special education programs, et cetera, if it has a limited number of dollars to work with. That would be my only point here. Let's not put this on the same priority list as other major needs in education.

**Hon. Mr. Welch:** Mr. Chairman, I'm in the committee's hands. If that completes the grants to the Arts Council, the final agency we have was on another vote. I don't know whether or not there was to be more discussion on other items in 2903, or whether we might better go to the remaining agency on our list in 2905 and attempt to finish that.

It was understood, then, that we would go to item 2 in 2905, just for a moment, and do the Ontario Educational Communications Authority. Mr. Ide, the chairman, might come forward, the idea being that we would at least get the outside agencies in and complete it. If that's still the committee's wish, we might just suspend our discussions in 2903 for the moment and go over to item 2905 and do the OECA.

**Mr. Chairman:** Agreed?

Agreed.

On vote 2905, libraries and community information program; item 2, community information:

**Mr. Chairman:** Mr. Kerrio, are you leading off on this?

**Mr. Kerrio:** I would prefer to have the other critic go first. Are you ready to lead off on this area?

**Mr. Grande:** As ready as ever, I suppose.

**Mr. Kerrio:** I defer to him because I wasn't quite prepared on this vote. I can be before we finish. Is that agreeable?

**Mr. Chairman:** Mr. Grande, then.

**Mr. Grande:** Mr. Chairman, I would like to make some remarks on the Ontario Educational Communications Authority because I'm concerned about the authority's expansion in terms of budget. As you know, over the past month, one of my colleagues in the Legislature, the member for Brantford (Mr. Makarchuk), has brought up certain particular issues or complaints regarding how money is being spent. I don't want to get into those details because I understand the answers are going to be provided to the public accounts committee. Therefore there's no point in discussing that.

**Hon. Mr. Welch:** The answers to those questions have now been tabled in the House. It is my understanding that in addition the public accounts committee might want to pursue some of that material. The answers to Mr. Makarchuk's questions have now been tabled.

**Mr. Grande:** I shall leave Mr. Makarchuk to deal with that particular aspect. What I'm going to be saying follows in terms of the money that is expended. I want first to pick up in terms of the OECA in northern Ontario. Last year that program was stalled. I believe you're hooked on with some cable companies up north. I wonder if you could let us know where you're at now with that.

**Mr. Ide:** Mr. Chairman, if I might just reply to that: We are presently building a transmitter in Sudbury. We're building one in Thunder Bay, and we've applied for a licence to build one in Sault Ste. Marie. The program in northern Ontario is going ahead.

**Mr. Grande:** Thank you. It's good to hear that.

My concerns are in terms of the budget, because I see the OECA budget really galloping. I'm not talking about the part of the budget for expansion purposes; I'm talking about the operating budget.

I want to suggest to the minister in particular, because I think it's a matter of policies, that OECA is changing its original intent. In taking a look at the Ontario Educational Communications Authority Act, I find in section 7 the powers of the authority. I want to read them in totality because I think that here is where the changes are occurring.

7(i) "The authority has the following powers incidental, and ancillary to its objects, (a) to enter into operating agree-



ments with the appropriate agency or agencies of the government of Canada and with broadcasting stations or networks for the broadcasting of educational programs; (b) to enter into contracts with any person in connection with the production, presentation or distribution of the programs and materials of the authority; (c) to acquire, publish, distribute and preserve, whether for a consideration or otherwise, such audio-visual materials, papers, periodicals and other literary matter as relate to any of the objects of the authority; (d) to make arrangements or enter into agreements with any person for the use of any rights, privileges or concessions that the authority may consider necessary for the purpose of carrying out its objects."

Mr. Chairman, these powers of the authority we see, particularly in terms of broadcasting educational programs, are strictly educational. One of my concerns is that the OECA is moving in another direction, is moving in the direction of recreation and social purposes. As a matter of fact, the OECA itself, in the annual report of 1974-75, states that "the goal of the Ontario Educational Communications Authority is to utilize electronic and associated media to provide educational opportunities to all people in Ontario where the use of such media will complement the educational opportunities being offered by other agencies, or alternatively will provide educational opportunities not otherwise available for such persons, and further, to co-operate with other organizations in attaining social and educational goals."

The word "social" never appeared in the original legislation which leads me to think the preoccupation of the OECA, is to go into social and recreational programming, which really is in essence in conflict with another publicly-owned body, the CBC. I'm concerned about that. We're really changing goals. We're changing the intent of this particular legislation. My concern is that in the changing of the goals, the OECA can ask for more and more funds as the years go by. This is apparent by the rate of growth in operating expenses, so that in about 10 years you're going to have a phenomenal budget.

I don't think the OECA was initially set up to carry on the kind of social programming it is carrying on. I believe the open sector programming, which is totally funded by Culture and Recreation—programs like Saturday Night at the Movies, Magic Shadows, the Education of Mike McManus—could be considered as recreational. OECA has broadened the concept of education and

what education is all about. With that broad concept of education there's no set limit in terms of what kind of programming you can get involved in.

It is interesting that in the legislation and the 1974 report, for the first time the word "social" clearly appears. In this year's estimate the ministry's own estimates put in the word "social." This means that the ministry has accepted what the directors of the Ontario Educational Communications Authority have stated as their goals, but not necessarily the goals intended in the legislation. That's one of the concerns.

I would like this particular committee to show some concern about defining the distinction between what is educational broadcasting under the jurisdiction of this province and what is broadcasting that comes under the jurisdiction of the federal government. For example, the open sector type of programming.

I would like to bring up another concern. Last year when the OECA prepared an internal report—which was never intended to be anything else but internal; somehow it leaked out or it was given out—the report stated that Tom Wells is one of the enemies of OECA. All we seem to be doing is talking and writing in shortened forms of names. For instance when we come to the library vote I get confused between all the short forms for these different organizations.

It seems to me—returning to OECA—that this authority has broadened its goals to a point which the legislation never intended. The kind of classifications they have, the utilization of project officers; supposedly what they do is try to convince the school boards and teachers to use the material and so take care of the survey.

I spent nine years in the educational system and my understanding is that very few teachers make use of these programs in a co-ordinated way. We could get into educational planning and how teachers ought to plan their work, but it would appear to me that there are very few teachers who really make use of this programming in terms of a study aid for the work they're doing with the children in the classroom.

Mr. Minister, when at the end of the month, the sheet came by to be filled out and returned to your ministry, I did not have the time nor did some of my colleagues.

The whole concept of OECA seems to fulfil Bill Davis's dream as the former Minister of Education. I want to quote to you something the Premier said in one of his speeches back in 1964 when he was Minister of Education. He was talking to teachers, I assume.



The title of his speech, by the way, was "Education: The Year 2064 as It Appears from 1964"; and he envisaged education to be that, and I quote, "each student must be taught . . . above all else, to communicate with computers, with his own and through it with those of others . . . Our great grandchildren, whether test tube or fullborn, will enter the school of the future being cared for by humans and robots but freeing the parents, from whom the genetic structure was fashioned, for work or recreation. Learning will begin at once, but imperceptibly so, as the proper environment is constructed and continuously altered to match growth and needs obtained by the genetic computer." That is Mr. Davis in 1964 in terms of his—

**Hon. Mr. Welch:** My. Was he ever prophetic.

**An hon. member:** A sworn advocate.

**Mr. Grande:** In terms of his dream of what the educational—

**Hon. Mr. Welch:** Does it indicate where that speech was delivered?

**Mr. Grande:** I really don't know whether it indicates, but I guess you could ask the Premier for a copy of his speech.

**Hon. Mr. Welch:** I'm sure he has it as his bedside journal.

**Mr. Grande:** More than likely. The point is that the Ontario Educational Communications Authority seems to be moving towards the age where the Premier (Mr. Davis) thinks education is at, where he can foresee each student in the classroom turning on the television set, and, ear plugs on, receiving their instructions. Scarborough College was built on that tenet.

I reject strongly the Premier's view of education and what education is all about. Once we take away from education the humanitarian aspects, the human contact between a teacher and pupil, then I think the whole education process is lost totally.

OECA is speeding in the direction the Premier spoke of back in 1964. They are requiring a tremendous increase in funds in those areas and I would like to see OECA justify this by defining the essence or the reason for being in terms of educational programming. They have, I believe, every week an advertising supplement in the *Globe and Mail*. In the week of December 3, it appears to me that they went to more trouble putting material in the *Globe and Mail* than was put into this report.

**Hon. Mr. Welch:** That was in preparation for this vote today.

**Mr. Grande:** Was it? I see. I see. So, in other words, informing the members of the

Legislature through a *Globe and Mail* advertisement.

**Hon. Mr. Welch:** And the people of Ontario.

**Mr. Grande:** And the people of Ontario.

**Hon. Mr. Welch:** Who are paying the bills.

[5:45]

**Mr. McClellan:** Because they weren't watching television.

**Hon. Mr. Welch:** Just in case they missed the broadcast.

**Mr. Grande:** What I'm suggesting to the minister, is what kind of programs are on TV Ontario especially noting one of the headings they have. It says, "All kinds; well almost all. We believe that any experience can be educational if you approach it in the right way." As far as I'm concerned, this means that TV Ontario is going to be getting into as many different types of programming as possible whether it be educational, entertainment, recreation or whatever; that's all going to be treated as educational material.

What I would like to impart to him as minister, is that he should say to OECA, "Look, let's go back to the original concept for this particular body existing. Let's go back to what was outlined in the legislation; let's stop getting involved in open sector programming and in shows like *Saturday Night at the Movies*. Otherwise what you're doing is you're competing with another publicly funded body, the CBC."

I feel strongly that unless that is done, this budget will increase by leaps and bounds in the years to come. All the money you get from the lottery won't even be enough to take care of OECA.

**Hon. Mr. Welch:** I wasn't planning to give them anything from the lottery anyway.

**Mr. Grande:** You probably will have to if they're going to continue galloping, in their budgets, the way they have for the past three years. There's really a tremendous amount of money sunk into that. My feeling is that the teachers are not using it. I don't want to make a broad generalization, some teachers are using it; but you have to have people within the authority, within the organization, going to the schools to sell programming to teachers, even though the teachers get reports of available programming. You have to spend literally millions and millions of dollars—and by the way, while it was possible to do that in the sixties, right now it's not. You have spent millions and millions of dollars on television sets for the classroom, and whatever kind of other ma-

chinery there is so that you can reproduce any program that is on TV on closed circuit television at a later time. And now you're getting into an area that I don't think is going to pay in terms of educational benefits.

**Mr. McKessock:** I agree you don't need it in Toronto, but up in Grey and Bruce we have only two television stations to look at. Keep that in mind, Mr. Ide, when you're deciding where the money should go.

**Hon. Mr. Welch:** I thought you were the fellow who decided the money should go into sewers.

**Mr. McKessock:** Sewers and educational TV, not necessarily in that order.

**Mr. Van Horne:** Is there some kind of analogy here?

**Hon. Mr. Welch:** You missed that; you'd better read Hansard.

**Mr. Grande:** I will read Hansard.

**Hon. Mr. Welch:** I'm not talking about the hon. member for Oakwood.

**Mr. Grande:** But I will anyway.

What I'm suggesting is that educational television, educational programming, should be available to all the people in this province, that's what I'm talking about. I'm not talking about the expansion program at all; the expansion program is an aside. I'm talking about the operating expenses right now for the Ontario Educational Communications Authority. Obviously, I would like to see the programming go up north and be seen up north so the children will not be deprived.

**Mr. McKessock:** In Grey and Bruce.

**Mr. Grande:** And Grey and Bruce of course.

What I'm concerned about is that because education has been so broadly defined by the communications authority, what is happening is that any program they want to get involved in is okay, because that's education, because it could be treated as educational. I think we should go back to the Act—1970 I believe it was—and review the direction in which the Ontario Educational Communication Authority is going and say, "Look, you have no business in certain of these programs."

I would like some kind of a response if it's at all possible.

**Hon. Mr. Welch:** It's only 5:50 p.m., I wonder if there was some other general statement about that, and Mr. Ide could be prepared to respond later.

**Mr. Kerrio:** All right, do that; that's what I was about to say.

**Hon. Mr. Welch:** Maybe we could get both general statements and then Mr. Ide

would have an opportunity to defend himself.

**Mr. Grande:** I would hope that he would do more than defend himself. I want answers, as a matter of fact.

**Mr. Duksza:** To say nothing of the minister.

**Hon. Mr. Welch:** I'm ready.

**Mr. Kerrio:** I think that's in keeping with having those people that are involved in one particular area.

**Hon. Mr. Welch:** Maybe we could have the official opposition approach to this and then—

**Mr. McKessock:** Before you start, I'd just like to say that I've had 250 letters in the last six weeks from people in my area concerned about getting TV up there.

**Hon. Mr. Welch:** This is indicative of what's happening all over Ontario; it's very successful.

**Mr. Kerrio:** I think I will address myself to much the same areas that have been touched on. The last sentence in this particular description of the function of OECA as it relates to transmission says Sudbury and Thunder Bay are expected to be in operation by 1978-79. It indicates, I think, a backward approach to what should have been a direct service to those people in the remote areas who didn't have the kind of facilities that exist in and around the larger centres. I'm very disappointed that the authority didn't address itself to broadcasting in the far reaches in the initial stages. Be that as it may, we're now confronted with the enlargement to include them; I'm suggesting that it should have been the other way around.

The points that were made by the other critic lead me to ask this question. As it relates to educational TV, how much research was really done by people in the educational field to set up the mandate for OECA?

I read that article in the *Globe and Mail*, or the ad if you will, and it didn't surprise me that it suggests anything can be educational. I think it only proves that we should have taken the stand that we do in many other areas within this Legislature and that is clearly outline the mandate of any given group. The minute you give them carte blanche, I can't consider that they would do anything else but begin to build the kind of little empire within, based on the ability to get money transferred to that group.

I'm not faulting anyone for that; maybe that's the fault of the people who set the thing up in the first place. It seems that one of the arguments we have on the floor



of the Legislature, and it involves some very serious business in the House, is addressing ourselves to the direct mandate we give to some very important commissions.

We saw fit to start another kind of group here, without any real direction. While the other critic worries about involvement with federal broadcasting, I'm very concerned that we're giving a mandate to something that's funded with tax dollars and that's in direct competition to those people in the free enterprise broadcasting. The minute we agree that anything can be educational, then certainly we have no direction at all in the way this particular branch of the ministry is going to go.

So I say that of real concern to me is the fact that right at OECA's inception we didn't broadcast to those areas that needed it most; and when we were talking educational TV we didn't draw up any real direction or line as we do in many other areas.

With reference to the kind of concept reflected in that advertisement, there is really no area that would be left untouched by TV Ontario if it's considered that anything is educational. I would like a retort to those few comments.

Perhaps Mr. Ide might express another point of view.

**Mr. Ide:** I realize there is very limited time available for response.

**Mr. Kerrio:** All the time in the world.

**Mr. Ide:** I might finally turn to astrology, because I read my horoscope this morning and it suggested I was going to have a very hectic day and to make sure that—

**Hon. Mr. Welch:** That your finances were in order.

**Mr. Ide:** That my finances were in order.

**Hon. Mr. Welch:** That's usually what it says.

**Mr. Ide:** I suppose the major question is really what is the goal of the OECA? The board certainly has responsibility to ensure that it is following directions which the people of Ontario intend it to follow. I think it's safe to say that we believe that we do. I'd like to go into that at some length. I think it's really the substantive question that both hon. members have asked, Mr. Chairman; so I'd like to give some time to it.

I'd like to dispose of a couple of things, though. I don't suppose the OECA will ever live down the famous document that came to the press, a document in which reference was made to Mr. Wells. All I can say is that it really was not an OECA document and it was rejected by the OECA. But that is a mistake a couple of the members of the staff

made. They're good people and normally I would say that we have every reason to be confident in them. We still have them on staff and we're pleased with the work they're doing, even though that particular one was obviously out of their area of responsibility.

I am concerned a bit about the question of utilization in terms of the schools, because I have just learned that in fact OECA enjoys the highest utilization of its programs in the schools of any educational broadcasting organization, and the figures, I think, are relatively significant. I know that it's difficult in secondary schools, and I am not sure whether the member who made the comment came from a secondary school, but the whole rotary system makes it difficult to receive broadcasting off-air.

The utilization is extremely high in elementary schools. We now have about 7,000 teachers in Ontario using Read-Along, which is a series of about 90 programs. That's a significant number of teachers in the grade one and grade two area of all our average utilization. Our programs were used regularly by about 43 per cent of the teachers in this province, and this compares with about 33 per cent in the United States and about 36 or 37 per cent in Japan. The figure 43 per cent may not seem like a large number, it would be nice to say it was used by all of the teachers in the province; but as a matter of fact when you think there are over 100,000, then I think 43 per cent is a significant number. It is actually used by about 85 per cent of the schools in the province, and we think that is a reasonably significant number.

We are really pleased with what's happening in the schools, but we are concerned about what is happening in the open sector. This brings me to deal with the larger question of what is the goal of OECA and what is the role of OECA when it is trying to provide educational experiences for adults.

It is pretty easy to know what we should be doing in the schools; it is pretty easy to know what we should be doing in the colleges and what we should be doing in the universities. When you come to the adult sector it's much more challenging, and yet probably the need in the adult sector is the greatest of all—and I speak as a former teacher who spent his early career in the schools.

[6:00]

I heard some of the members here talking about multiculturalism, talking about the question of disparities in our society. I think an organization like OECA ought to be doing something about that particular kind of problem and those issues; I think we



should try to do something about the issues. I admit you can have an argument about whether or not Saturday Night at the Movies is appropriate for OECA to be broadcasting, and I agree we can have an argument about whether or not it's a good thing to offer young children Magic Shadows in the early hours of the evening. But on the other hand, I could pick out an enormously large number of programs which are meeting a very significant and regular need.

I talk about, for example, The Planet of Man, which we produced in geology. Besides being used as a credit course for two universities, it's also being watched by something like 60,000 or 70,000 people every Wednesday night when other stations are broadcasting NHL hockey. Now 60,000 or 70,000 people for something like The Planet of Man may not, again, sound like a large number, but it's more people than you can put into Maple Leaf Gardens or the CNE Stadium. It's about the same number of people who went to watch the Grey Cup. I feel that if we can do this, and if we can do this with a greater degree of frequency, then we are succeeding.

I think we have to find a format that will reach those people who haven't enjoyed the educational opportunities that a lot of us have enjoyed in our youth; and I suppose this is the major question that the board deals with every year, besides what kind of programming it is going to do for the coming 12 months. The decisions are not hard in the strictly institutional areas, those are very simple decisions; but the decisions are hard in the other areas.

We hope that because we are wanted and because we do now have a significant number of people watching our programs, it means that we are doing something of value. That is not to say that we do not recognize there are enormous problems we have to overcome.

One other point: you mentioned the growth of the budget. The budget for last year represents something like nine per cent. About four and one-half per cent went to increased operating costs that were occasioned by the additional stations we had on the air. So in fact in terms of the money we were spending on programming and running the OECA, we had about an additional five per cent; and inflation, as it affected us, was something like nine per cent. So, in effect, rather than galloping away, we had to make some significant cuts last year, and we did make cuts.

A few years ago, our complement was over 400. Right now, we've got 376 people on staff. This wasn't in response to any par-

ticular directive from the government of Ontario. It was really in response to the fact we didn't have as many usable dollars as we had in the past. So at least those people who share the responsibility with me for this organization feel the money is being well spent and we wish we had more; we wish we could expand faster.

**An hon. member:** It frightens us.

**Mr. Ide:** It may frighten you, but we wouldn't be doing our job as members of the board, if we did not believe in what we were appointed to oversee, and if we were not trying to reach the people in Grey-Bruce or Kenora or these other areas of the province. We recognize there are enormous financial constraints facing the government and we're not trying to create an unnecessary fuss about it, but surely you would expect us, as the people you've asked to be responsible for the organization, to put forward what we think are proposals that meet the needs in the areas for which we are accountable.

That's perhaps too long a statement, Mr. Chairman, but—

**Mr. Chairman:** Mr. Van Horne has one short question.

**Mr. Van Horne:** I appreciate your latter comment about the concern you have and the role you play; and you must appreciate too that our role is to express concern for dollars, et cetera.

I am curious about the percentage use you referred to when you threw out different percentages to us; 43 per cent of the teachers use your service or whatever the number was. Has any study been done to analyse the total yearly instructional time a student receives? Assuming roughly 200 days in a year, five hours a day, you're looking at 1,000 hours. Has any study been done to indicate the percentage of instructional time that is supplemented by visual aid, such as television? Secondly, of that percentage what would be the sub-percentage you would be responsible for as opposed to, let's say community television or bringing in a taped cassette or whatever?

**Mr. Ide:** I really can't give you an answer in which I would be confident of the facts, but we don't count a user as being a person who regularly uses a television. When I talked about the 43 per cent, we mean teachers who use it approximately three times a week, that's a user. If we wanted to define users as somebody who drops in and sees a program or uses a program, I'm sure we could get into the 75 per cent figure.

**Mr. Van Horne:** That's why your 43 per cent concerns me a little. I'm just wonder-

ing whose responsibility it is? Is it this ministry or the Ministry of Education? I would suggest that it should be the Ministry of Education which is responsible for analysis of what actually happens with the instructional time of the student in the school.

**Mr. Ide:** We know, for example—as I say 7,000 teachers are using the 90 elements in the program “Read Along”—and we know, through experimental work, that these youngsters are learning to read more effectively than those youngsters who don’t use “Read Along.”

As a matter of fact, “Read Along” now is the most used instructional program in the United States. We’ve sold the series to the US. I was down at Washington about three weeks ago talking this over with the director of the corporation responsible for public broadcasting and he told me that “Read Along” is now the most used program. It’s being used all over California; Kentucky has recently bought it. He said, “If you are not careful, Mr. Ide, you’re going to have all of our southern Americans talking with a Canadian accent.”

So it is useful. I just really have to say something like that, Mr. Chairman.

**Hon. Mr. Welch:** It sure sounds different.

**Mr. McKessock:** You’re quite familiar with the reasons why educational TV should come into Grey-Bruce. I just want to ask, what time can we expect it to be there?

**Mr. Ide:** Well, that depends on the kind of money that will be voted to OECA, and I guess that depends on the way the members of the Legislature feel about OECA.

What I would like to do on behalf of our board of directors, Mr. Chairman, is to say that we would like you to come up to OECA and spend a day with us and go over in detail the statistics and the figures. We’ll try to show you the weaknesses as well as the strength of the organization, because I’m certain that without—we have a certain amount of public support—but support from

the government and without support from the Legislature it’s going to be very difficult for us to keep to our timetable.

**Mr. Chairman:** With that we will adjourn until after question period tomorrow afternoon.

**Mr. Grande:** Mr. Chairman, the particular things to which I addressed myself are matters for the minister’s response, not Mr. Ide’s, with due respect. It’s a matter of the goals, it’s a matter of legislation, it’s a matter of definition of this body; and I would like the minister to respond. I’d like to see whether the minister has accepted, in total, the directions in which OECA is moving as of 1974.

People at OECA say to me they’re not sure just what they are. As a matter of fact one person asked, “Is OECA an educator or a broadcaster? The way I feel about it a lot of people around here should say, “What am I, an educator or a broadcaster?”

When I hear that from people who work at OECA then I know somehow we have shifted emphasis; I would like the minister to take a stand in terms of where OECA should be going and give that kind of direction. With due respect, sir, I don’t think I was addressing myself to legislation and goals as opposed to the functioning of OECA itself.

**Hon. Mr. Welch:** Tune in tomorrow; same time, same station.

**Mr. Grande:** Mr. Chairman, may I remind the Liberal critic that we did decide that we were going to have three hours on Wintario tomorrow?

**Mr. Kerrio:** That should be Wednesday, shouldn’t it?

**Mr. Grande:** Wednesday, correct; that means tomorrow we should be finishing off the votes.

**Mr. Kerrio:** And all the other estimates.

**Mr. Grande:** It’s not a lot of time, but necessarily we have to do it.

The committee adjourned at 6:13 p.m.

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 Villeneuve, O. F.; Chairman (Stormont-Dundas-Glengarry PC)  
 Welch, Hon. R.; Minister of Culture and Recreation, Deputy Premier (Brock PC)

**Ministry of Culture and Recreation officials taking part:**  
 Evans, R., Director, Policy and Planning, Ontario Arts Council  
 Finley, C. R., Station Manager, CJRT-FM  
 Ide, T. R., Chairman, Ontario Educational Communications Authority  
 Laking, Dr. L., Director, Royal Botanical Gardens  
 Lawrence, A. B. R., Chairman, Ontario Heritage Foundation  
 McMichael, R., Director, The McMichael Canadian Collection  
 Otto, S. A., Executive Director, Heritage Conservation Division  
 Withrow, W. J., Director, The Art Gallery of Ontario









No. S-34

# Legislature of Ontario Debates

Official Report (Hansard)  
Daily Edition

## **Social Development Committee**

Estimates, Ministry of Culture and Recreation



**First Session, 31st Parliament**

Tuesday, December 6, 1977

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC



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## LEGISLATURE OF ONTARIO

TUESDAY, DECEMBER 6, 1977

The committee met at 3:53 p.m.

### ESTIMATES, MINISTRY OF CULTURE AND RECREATION (continued)

**Mr. Chairman:** The meeting will come to order. Yesterday, we were on vote 2905. We have some of the personnel here. Do you wish to continue while they are here?

On vote 2905, libraries and community information program:

**Hon. Mr. Welch:** Mr. Chairman, when we left off yesterday, Mr. Ide had made some response to both statements and questions that had been raised by my colleagues in connection with the Ontario Educational Communications Authority and the member for Oakwood (Mr. Grande) was hopeful that there might be some ministerial response as well to the concerns which had been expressed about the mandate of OECA as it was in the legislation establishing the authority in the first place.

May I take this opportunity to make a general response, particularly, while we still have Mr. Ide here and before we return to vote 2903?

Certainly we have a lot of material to which reference could be made insofar as the general mandate which the Legislature gave to this authority is concerned, particularly as it would relate to what we would call the open sector or the non-institutionalized aspect of this responsibility. The government, and indeed I am sure the authority itself, have been encouraged in many ways to address themselves to the special needs of the open or unstructured sector.

I don't think the hon. member necessarily wants to engage in a general discussion with respect to the definitions of education, because I'm sure that, as he has already so correctly pointed out himself, education lends itself to all kinds of definitions. But in going through some of the material I noted with interest, as I was reflecting upon what I might say today, that we have had advice from very many responsible people and individuals with respect to what the OECA should be particularly concerned about. Perhaps another way of putting it—

Mr. Ide can correct me if I am wrong—is that it is what people and organizations hoped OECA would not ignore or overlook in addition to the particular responsibilities of dealing with the so-called educational institutions as they manifest themselves in the primary and secondary schools of Ontario and keeping in mind that that is a very important consideration of the work.

I have a number of quotations, not necessarily in any order. If one goes back to the debates in the House at the time of the general discussion of what was then, I guess, Bill 43, which was an Act to establish the OECA in the first place, we have some interesting quotations which come from a very distinguished gentleman by the name of Walter Pitman. During the course of that debate—and I quote from two or three sections of his contribution at the time the authority was established—said: "I think what I am going to say today probably has more to do with the philosophy of television than it has to do with the details"—of some amendments. Some amendments had been put forward by the member for Scarborough East.

He goes on to say: "The second problem that I have is—and that is what worries me about the member for Scarborough East's grouping—the fear that educational television is going to be cornered, it is going to be ghettoized as a part of the formal educational system . . . I think one of the things which the ETV branch has done to its greater glory is to get out of the instructional television 'kick' into a much more exciting and a much more imaginative kind of educational television which has, I think, placed Ontario well up in the kind of television we are producing."

Mr. Pitman went on to say during the course of this debate: "But I would like to see the educational television branch, and channel 19, and the whole ETV authority, move into the forefront of a development in Ontario education which surely is necessary; a recognition of what can be done outside"—I repeat "outside"—"the formal educational structure to provide an educative society." So Mr. Pitman was very concerned at that time, and indeed wrote to me some five years later in his capacity as president of Ryerson, talking along

these same lines and making some special case for the needs outside the formal structures.

**Mr. Grande:** What year was that, please?

**Hon. Mr. Welch:** The debate in the Legislature was at the time of the establishment of OECA, which I thought was significant, because the hon. member was making his case with respect to whether or not the OECA was loyal to the terms which the Legislature had, in fact, given to it. I thought it would be particularly relevant to go back to the debate at the time the Legislature was doing just that.

**Mr. Grande:** 1970, was it?

**Hon. Mr. Welch:** June 22, 1970, is the Hansard from which I quote at pages 4261 and 4262.

Mr. Pitman wrote me in December 1975 dealing with some special concerns which would have to do with the future of OECA, making some reference to the special program review committee. He then said he would be—I am paraphrasing his letter now, because it is important to say he was somewhat worried about seeing OECA “reduced to a mere purveyor of instructional programs for schools and classroom use.” He was very worried about that and went on in his letter to say to me: “Nothing would be more out of touch with recommendations of every major report on education,” all of which stressed the lifetime nature of the process.

[4:00]

The hon. member would hardly need to be reminded of the very extensive work of what I think was called either the committee or the commission on post secondary education chaired by Dr. Wright, now the Deputy Provincial Secretary for Social Development, and certainly any study of the recommendations there, particularly as they relate to the open sector, could only be interpreted as encouraging government. These are people who come from outside of government who are on this commission urging government not to neglect this very important responsibility outside of the formal system, i.e., the open sector.

I received letters from Laura Sabia, then chairman of the Ontario Status of Women Council, “Open sector programming,” she wrote to me in December 1975, “has provided people with afternoon and evening viewing alternatives to regular commercial programming. It is the feeling of this council that the quality of life of this province would deteriorate markedly without the service.”

I heard from the chairperson, Miss Holmsted, of the Advisory Council on Senior Citizens, who shares with me that: “We not only wish the public sector programming to stay, but also to have it reviewed periodically so that it will improve, expand and flourish.”

The Ontario Advisory Council on Multiculturalism: A letter from Ernie Checkeris, the then chairman of that council, actually said as well: “Open sector programming could do a great deal to encourage and promote increased harmony and understanding among Ontario’s many ethno-cultural communities.”

The Ontario Federation of Labour, writing to me in February 1976, called upon the government to complete the planned expansion of the TV Ontario network, especially in northern Ontario, and ignore the recommendations concerning educational television and the special program review which was interpreted by many people to restrict OECA programming to the more formal school system, because they say in their letter, earlier than the paragraph to which I have already made reference, by quoting the secretary-treasurer — Terry Meagher wrote: “The restriction of air time would deprive many thousands of people who utilize TV Ontario to broaden their perspectives and look for alternatives to the existing programs by other networks.”

I could go on and make representations on behalf of the Ontario Association for Curriculum Development, the Ontario Teachers’ Federation, the Ontario School Trustees’ Council, all of which organizations, very responsible people, make the point that this particular authority, commissioned as it is in the field of educational television, should really address itself to that very broad and exciting and challenging area of open sector—not, of course, to ignore the responsibilities it has to the formal educational system as well.

The hon. member asks me, as he did yesterday, whether or not I feel that OECA should continue to be encouraged in this regard, and the short answer is yes.

**Mr. Grande:** May I, Mr. Chairman, ask some very specific questions? First of all, it is nice of the minister to be pulling out speeches that Walter Pitman may have made in 1970.

**Mr. McClellan:** I don’t think it is nice at all.

**Hon. Mr. Welch:** I didn’t confine myself to Walter Pitman.



**Mr. Kerrio:** Could you give the Free Enterpriser equal time?

**Mr. McClellan:** Of course not.

**Mr. Kerrio:** How far do you want to go in that direction?

**Mr. Grande:** I think whenever you are asked to justify the reasoning why a particular piece of legislation has not been followed the way the legislation in the books was intended to be followed, you pull out speeches from opposition members that say something else should take place. If that were the case, why did you not bring in a bill at that particular time, an expanded bill, to put in the social component or the open sector component?

**Hon. Mr. Welch:** With the greatest respect, I can't agree with the assumption of the hon. member. The hon. member has made a statement, which he is entitled to make, that we are straying away from the original mandate.

I don't accept that. That is why I went back to Walter Pitman; not because it happened to be Walter Pitman but because it happened to be a relevant statement made at the time we were debating the bill. We are back when the authority was being given its beginning, when it was being born in the Legislature. This is what people were saying at the time the authority came into being.

The point I am making is simply this; what OECA was doing in this particular area of its responsibility was seen as part of its responsibilities at the time the authority was being discussed in the House. Reference is made all the way along by very competent individuals and organizations that they hope it would continue.

**Mr. Grande:** If the minister encourages OECA to go in that direction, if he is encouraged by all these letters and organizations that have said to him that OECA ought to be encouraged, then I would suggest to the minister that he bring in an amendment to his Act which states that the social function is a function of OECA. Nowhere in the Act do I read that.

I guess that is an interpretation of the Act that I make, and I am not a lawyer. But I suggest to the minister that he should bring in some kind of amendment to so spell it out, that the social function of OECA is a proper and correct function. Perhaps I will look forward to debating with you in the House when that amendment comes up in the near future.

**Hon. Mr. Welch:** Does the hon. member deny that the formal educational system itself has a social function? The words are not

necessarily spelled out in the Act, but surely he himself, as a distinguished member of that profession, would understand that notwithstanding the immediate responsibilities of the formal education program there are social implications to what he did when he was practising his profession.

**Mr. Grande:** I don't want to get into that. I just don't want to get into that. We don't happen to be talking about education here. We talked at great length in the Education estimates about what education ought to be.

All I am suggesting to you is that the social function of OECA—as a matter of fact as of 1974, 57 per cent of air time was used up for that social function and not for the broadcasting of educational programs as the legislation intended. Therefore I suggest that you bring in an amendment to specify OECA's function and make it clear. Then I won't be coming up here next year and saying the same thing about OECA.

**Hon. Mr. Welch:** Perhaps the hon. member will take some encouragement from the fact that within the Social Development policy field of which this ministry is a part we have established an interministerial committee to go into the area of educational broadcasting. Taking into account the fact that at this particular point, resources being what they are, and the opportunities being almost limitless, we felt that there was some merit in reviewing where we are and considering what might be some of the next steps insofar as government encouragement by way of resources is concerned. We will have an opportunity to review not only the mandate of OECA, but that of CJRT-FM as well, and to combine these two very important institutions and their aims and objectives by way of an overall review by a number of representatives from interested ministries. That is a current study that is under way.

**Mr. Grande:** Do I understand from your statement that you are not going to give us any definition whatsoever of what educational broadcasting is, or what educational broadcasting should be, as opposed to the type of broadcasting that comes under the jurisdiction of the federal government, because that would narrow the scope of OECA? Is that what you are saying?

**Hon. Mr. Welch:** No. I think OECA programming at the moment is in fact in line with its mandate—is in keeping with the aims and objectives of what is called the Ontario Educational Communications Authority. This does not deny the other network to which you make reference, and I assume it's the Canadian Broadcasting Corporation, the right to do some educational broadcasting as well.

They are not restricted by our legislation. Certainly our legislation is quite clear as to what our purpose is.

I say this with the greatest respect; I can really understand agonizing over definitions. Perhaps there are those who see—you take the special program review, chaired as it was by Maxwell Henderson. They had some very restrictive views with respect to what educational television should be as well.

**Mr. Grande:** Please don't put me in the same group.

**Hon. Mr. Welch:** I'm awfully glad to hear that the member does not want to be named in the same company. I appreciate that. There are some other aspects of that report that I am not very happy about either, but it was the publication of some of the recommendations of that report that prompted very responsible organizations like the Ontario Federation of Labour, the Advisory Council on Multi-Culturalism and the status of women council to send me letters saying, "Please don't pay any attention to what that committee is saying on that subject." And we haven't.

**Mr. Grande:** In other words, if you proceed along this line—if you say, "I'm happy that OECA is fulfilling the mandate of the legislation in 1970"—then in other words you are willing to increase the budget of OECA by 48 per cent over the next four years?

**Hon. Mr. Welch:** No, that does not necessarily follow. Mr. Ide would be very happy to hear you say that no doubt, but—

**Mr. Grande:** I'm asking you.

**Hon. Mr. Welch:** No. You notice I'm deliberately not asking Mr. Ide to respond to that question, as far as increasing his budget goes. The point that I think is to be made is I just take exception to your logic. I don't think that follows at all from what I have said.

It may well be that in the next few years, given the financial situation of the province, things being considered the way they are, OECA might have to make certain basic decisions itself on where it will go, on the basis of available resources. This may well be if OECA is in some difficulty—is maybe trying to do too many things at once.

I don't think that's a bad criticism. I never mind criticism about trying to get into too many things at once. Maybe come the next two or three years, on the basis of a slow-down with respect to financial resources, they will have to prioritize the steps taken in certain fields.

**Mr. Grande:** And reduce the open sector.

**Hon. Mr. Welch:** Well, that won't be my

decision. That will be their decision. The point I am making to you is that there is no doubt, with the financial situation being the way it is, that they are going to be faced with some very difficult issues to resolve—where they will go, what will be their emphasis, what will be their priorities.

They have tried to carry out the mandate of the Legislature in a very short period of time and to be on all fronts at the same time. This has created some of their problems—I suppose from the standpoint of if in fact the resources are not as available as they have been, in which area would you slow down, or what would be the priorities.

I can't speak for the board. The Legislature has been very deliberate in establishing a very separate, responsible body. That is part and parcel of the rules of Canadian broadcasting licensing.

**Mr. Grande:** Perhaps this is a question to Mr. Ide. Have you produced any third language programming?

[4:15]

**Mr. Ide:** We have produced a number of programs that have been devoted to the multicultural theme and we have produced programs which will enable anglophones and francophones to learn German. We have produced some programs that were designed to serve the needs of the multicultural texture of this city and of this province. Specifically, we have to say we have produced programs in both the French and English languages and not in the other languages.

**Mr. Grande:** That is all I have to say on this area. I am definitely going to look forward to more discussion on this in the years coming. Let me say to you right now I am definitely going to be keeping a very close eye on OECA. It is one of those institutions where I personally think, even though the intent of the legislation is correct, that somehow we are moving away from that and getting into a whole lot of other areas that may or may not be educational, depending on the interpretation, because any experience whatsoever can be classified as educational. I think the result of that experience will decide whether it is educational or not educational, rather than the experience itself.

**Hon. Mr. Welch:** Let me say in conclusion that the hon. member does us a great favour in raising basic questions like this. I hope he will accept the invitation of the chairman and the staff of OECA to go down and become more familiar with the operations and see some of the programming. He will obviously make up his own mind with respect



to the results of that, but he owes it to OECA to accept the invitation of the board to go down and see what is going on down there. I think the hon. member will be very much impressed. I always am every time I go down.

**Mr. Grande:** Actually I have. For your information, they have made a five-minute piece with myself and another person talking about education and certain aspects of the educational program.

**Hon. Mr. Welch:** Was that for the open sector?

**Mr. Grande:** No, definitely not open sector. It was for teacher education.

**Hon. Mr. Welch:** You are going to confine that interview simply to the formal structure. The rest of us will be denied that.

**Mr. Grande:** It was confined, as a matter of fact.

**Mr. McKessock:** Just before we leave the Ontario Educational Communications Authority I want to say another word or two on this. I kind of reject the fact that yesterday the minister indicated that we in the rural areas couldn't have sewers and educational TV as well.

**Hon. Mr. Welch:** I didn't say that.

**Mr. Kerrio:** You did say that. I remember it.

**Hon. Mr. Welch:** For the purpose of the record, I did not say that. You were the one who brought up sewers. You brought up sewers as being of a higher priority than the money we were spending on culture.

**Mr. McKessock:** That's right in some areas.

**Hon. Mr. Welch:** And 45 minutes later you then quite properly urged that there be some extension of OECA to your area, which would require more money than this vote calls for. I asked are you the same fellow who stated the priorities 45 minutes ago the way you did. That was all I said. I didn't say anything more than that.

**Mr. McKessock:** It came across to me as if rural people weren't entitled to both sewers and educational TV.

**Hon. Mr. Welch:** You are not entitled to generalize my comment to you to all the rural people. I represent a rural riding as well. We don't have OECA down there except what we get from Toronto.

**Mr. McKessock:** I was questioning the money that was spent on some parts of the arts program, not the educational TV part.

**Hon. Mr. Welch:** I understand selective criticism.

**Mr. McKessock:** I just wanted to point out

something to Mr. Ide. I know the government has been blamed by many people because we haven't got educational TV in our area and I know the dollars have to come from government before it will be provided. Every year you get so many dollars; when they come, where are they going to be spent? That is really the question. Grey and Bruce are, I believe, now added to the list that are waiting for transmitting stations. Are there 12 waiting?

**Mr. Ide:** Thirteen.

**Mr. McKessock:** How far up on that priority list are we? You will be getting money every year, I suppose, to put some in.

**Mr. Ide:** It is difficult for us to predict how much money we will be getting in the future. A great deal will depend upon the state of the economy. As I mentioned, I think it was yesterday afternoon, as a board we feel our number one priority is extension of service. At the same time we recognize that finances are difficult to come by at this particular time and it is a question of priorities. We as a board have our own set of priorities; the government have theirs. I don't think our board is blaming the government. We are certainly going to be pressing our case with as much vigour as we can. With respect to Grey and Bruce, I think I can assure you they are very high on the list of priorities.

You mentioned you received 250 letters. You can imagine the number I have received and had to reply to. So I am acutely conscious of the demand for service in that region; so are all other members of the board. But in terms of the timetable, we felt our best policy was simply to list the areas in alphabetical order. Grey and Bruce were not originally on that list where service was required; they are now on the short list. All I can hope is that 1978 will be a good year financially for Ontario, that unemployment will decrease and that we will be on the economic upswing. But we have heard from, and are very conscious of, Grey and Bruce.

**Mr. McKessock:** My understanding was that it would take between \$500,000 and \$1 million to put it into that area. Are those costs available?

**Mr. Ide:** The average cost of a station is about \$750,000. A lot depends on the location of the station and whether we are able to co-site with another broadcaster. If we are able to co-site, we save the cost of a tower. So in some areas the cost might be substantially less than others, simply because there is an appropriate tower there, and all you are buying is the transmitter.

The other factor which affects costs is the



microwave length required to reach the particular station. But you are correct in saying it is between \$500,000 and \$750,000. Since we do not at the present time have financing for it, we haven't gone to tender, and we couldn't say precisely what the exact amount would be.

**Mr. McKessock:** Thank you, I appreciate that. I want to point out again that storms like we received here last night are quite common in our area. Five months of the year it is hard to get to the cultural centres of the cities—which many people don't even have a chance to do in the summertime. With only two television stations available to these people, I think it should be top of the priority list.

**Mr. Ide:** It's very high.

**Mr. Chairman:** We will now revert to vote 2903.

**Mr. Kerrio:** Thank you Mr. Chairman. Before we get too involved in 2903, may I ask for some consensus and some direction as to how we're going to pursue these votes and leave three hours tomorrow for Wintario and cleanup—that would make it incumbent on us to deal with these other votes today. Do you concur, Mr. Chairman?

**Mr. Chairman:** I would ask some kind of direction from you and the minister in how we might accomplish this.

**Hon. Mr. Welch:** Well, very simply. All you simply say is carried.

**Mr. Grande:** There is nothing you would like better.

**Mr. Kerrio:** Do you want to allocate some specific time for the votes and try to manage that?

**Hon. Mr. Welch:** If we continue to 6:30, you can allocate your own time.

**Mr. Kerrio:** So far as far as completion time is concerned, we haven't dealt with that many votes.

**Hon. Mr. Welch:** If I could presume to suggest, you have two hours. You have a little more on this particular vote and once 2903 is carried, that means you have votes 2904, 2905, 2906 and 2907 to do in two hours.

**Mr. McClellan:** I understood there were votes in the House. Am I wrong?

**Hon. Mr. Welch:** You may not be. You may consider them equally important that would give you half an hour on each one, after you finish this one.

**Mr. Kerrio:** We have to make some kind of an arrangement.

**Mr. Grande:** I suggest we keep votes 2907 and 2908 for tomorrow—

**Mr. Chairman:** Well that's all right, you're left four hours.

**Mr. Kerrio:** Vote 2907? What does that mean?

**Mr. Grande:** That is the capital support program—

**Hon. Mr. Welch:** That makes sense.

**Mr. Grande:** —and we can go through the rest of these votes today. I really don't have a tremendous amount of information on these others, so therefore I—

**Mr. Chairman:** You've got four hours tomorrow. Three hours on the other.

**Hon. Mr. Welch:** That's four.

**Mr. Kerrio:** That's all I want. Some kind of a consensus so that we can do it in an orderly fashion.

**Hon. Mr. Welch:** If vote 2903 were to be carried now just for purposes of calculating time.

**Mr. Kerrio:** I've just one question on that.

**Hon. Mr. Welch:** Yes. If it were to be carried now then you'd have two hours to do the three votes, 2904, 2905 and 2906, then it's a case of division as to how much time you wanted to give to those votes, leaving votes 2907 and 2908 for the four-hour session tomorrow afternoon.

**Mr. Kerrio:** Right. Agreed.

**Hon. Mr. Welch:** But you've got to carry this one I guess pretty soon, if we're going to have that time.

On vote 2903, arts support program:

**Mr. Kerrio:** I have only one question. It relates to the Arts Council, Mr. Chairman. I would just like to ask the minister, if I may, how he reacts to the kind of literature that I have here, with a credit to the Canadian Council and the Arts Council of Ontario who provided funds while this book was in progress. And I may be branded as a traditionalist, sir, but you have to consider it's beyond my understanding having public funds used in this kind of literature, this kind of art work.

**Mr. McKessock:** You can understand it, but it's off-colour.

**Mr. Kerrio:** How much direction do we give, or do we give any direction to the Arts Council as far as how much latitude we might allow in, as I say, digression from reasonable, traditionally accepted, artwork?

**Hon. Mr. Welch:** Well, Mr. Chairman, I'm not familiar with the book. I see the hon. member has a paperback novel in his hand.

**Mr. McClellan:** It is Marian Engel's latest novel.

**Hon. Mr. Welch:** I haven't read it.

**Mr. Kerrio:** It's about the sexual relationship between a bear and a woman.

**Hon. Mr. Welch:** I see.

**An hon. member:** What's wrong with that?

**Mr. Kerrio:** I find it offensive, Mr. Minister.

**Hon. Mr. Welch:** Mr. Chairman, I think the hon. member does invite some comment on a very important matter.

**Mr. McClellan:** Shmuck!

**Hon. Mr. Welch:** The attitude of the government in dealing with the arts has been principally, as I mentioned yesterday, to have established the Ontario Council for the Arts, making a transfer of grants to that council and expecting that council to make certain value judgements in a number of areas, as they would relate to the respective disciplines. [4:30]

If Mr. Evans was answering this question, I'm sure he would tell you that even the council itself, when it comes time to make certain selections, does rely on outside groups as well. Peer groups come in to make value judgements with respect to grant applications, and I, very seriously, would not associate myself with the view that we should interfere in any way with those particular procedures that result in those judgements. I would think that's the first step, if it's not already several steps, towards censorship.

I have always believed that in that particular area, as far as the state is concerned, we should be staying quite clear of that. I would feel that if enough people—and I say this quite sincerely and I respect the fact that the hon. member has introduced the subject—among the consuming public share that view the books wouldn't be purchased and there would be no encouragement to putting that type of book on the market, so the consumers themselves, I guess, ultimately make that choice.

The decisions that influence the Arts Council, and those who advise the Arts Council I would assume, are based on other criteria Mr. Evans would be quite happy to share with you.

To answer the basic question—

**Mr. Kerrio:** In addition to this literature, of course, there is, I think, now a play in Toronto that's of questionable propriety. I wonder, Mr. Minister, if in the use of public funds we should be allowed to digress to the degree that we do here. If in fact this was selling, why does it need the support of the taxpayers' funds to produce this kind of literature?

I'm suggesting that the types of literature that may not sell well, because they may be of biographical or historical nature and wouldn't have the market, deserve the help. This type of literature, the kind of market it would appeal to, can only hit the bookstands if we do supplement it with taxpayers' dollars.

**Hon. Mr. Welch:** Mr. Evans will correct me if I'm wrong, but I believe there's no Arts Council money in such a novel from the standpoint of assisting it in circulation. I think we deal directly. It's simply a relationship between the Arts Council and the author and assisting him in some ways to get his manuscript published.

**Mr. Kerrio:** I just wondered if there was any direction—you've answered my question.

**Hon. Mr. Welch:** The short answer to the question which you posed is that I would not feel it proper and consistent with my attitude to the frame of literary expression to be dictating to the Ontario Arts Council as to how they should handle situations like that.

**Mr. McKessock:** Supplementary to that, are you saying, Mr. Minister, that even though you feel they are spending your money wrongly you wouldn't intercede and say you object to that way of spending the money?

**Hon. Mr. Welch:** I think I'm saying that. Yes.

**Mr. Duksza:** Hear, hear!

**Mr. Chairman:** Any more questions on this vote?

**Mr. Grande:** Yes, definitely. We were talking the other day about the publishing industry and I guess this is the vote it comes under, both the book publishing industry and the film industry.

I do not want to talk about the Half-Back Program at all, as a matter of fact, because that's in Wintario, where it probably should be.

**Hon. Mr. Welch:** Well, Wintario is in the ministry and you can't talk about book publishing without talking about Half-Back.

**Mr. Grande:** I want to deal with—

**Hon. Mr. Welch:** At least, I won't let you.

**Mr. Grande:** But I do. I want to—

**Hon. Mr. Welch:** You may, but my answer is include Half-Back.

**Mr. Grande:** As far as the Half-Back Program goes, we definitely require more time than we have today to talk about that. I want to talk about it under Wintario because after all Wintario apportions close to \$2



million from its funds to the Half-Back Program.

**Hon. Mr. Welch:** Mr. Chairman, the hon. member misunderstands me. I didn't intend to make the point that if the Half-Back Program was discussed here it would not be available for discussion under Wintario. The hon. member in his opening remarks, speaking generally with respect to these estimates, served notice that at the appropriate time—and this would be under vote 2903—he would be raising some questions about where we were with respect to book publishing. I think this is the vote to which those questions should be addressed. I wanted to point out to him at this time that there are three general areas that we are dealing with here as far as book publishing is concerned.

We have the book publishing loan program, which is a combination of the loan program looked after through the Ontario Development Corporation and the subsidy program we have, which deals with assisting certain publishers and meeting their interest payments under those loans.

**Mr. Grande:** That's what the \$300,000 does?

**Hon. Mr. Welch:** That's right.

Secondly, we have initiated, and I think quite rightly so, some stimulation in the marketplace for Canadian-authored books and Canadian magazine subscriptions which we call Half-Back. This will start in the new year, and we see this as a great consumer stimulation—getting people into bookstores and introducing them to the almost 10,000 Canadian-authored titles that are available, and also what's going on in the field of Canadian consumer magazines.

Thirdly, we hope that early in the new year we will be having further discussions with, I suppose you would call them the geographical wholesalers and the national distributors—

**Mr. Grande:** Oh, you haven't done that yet?

**Hon. Mr. Welch:** —to explore means of increasing the availability of Canadian paperbacks and periodicals on the newsstands in the province.

**Mr. Grande:** Mr. Chairman, I want to deal with this particular vote right now—book publishing subsidy, \$300,000. There is no \$1.5 million to \$2 million for the Half-Back Program here, so therefore I want to limit myself to Ontario. Specifically I want to talk about the interest that you pay on the Ontario loan guarantee program.

If my understanding is correct, this was frozen in 1975 in order to review. The reason

for that kind of loan was that the commission, on looking at the whole book industry in Canada, did say to the government in one of the recommendations that if the book publishing industry got some of this money through this kind of loan then it would be able to become a vital industry.

In 1975 you froze it, and my understanding as of February of this year was that you had reviewed this in cabinet and were going to make an announcement quite soon. I just want to find out whether you have reviewed it, and whether you are going to make that announcement, how soon, and whether the announcement is going to be made today.

**Hon. Mr. Welch:** The answer to the first question is yes, and I have taken it to my colleagues. I will not be making the announcement today because there are one or two things that still have to be resolved—some information which my colleagues require. But following that, I expect to clarify the situation.

It would have been very opportune if I had had it cleared up before these estimates, but on the other hand it's not completely within this ministry. There was another ministry to deal with and an agency of another ministry. I think we are now in a position to resolve that particular matter. Hopefully, before too long, I will be making a statement of clarification with respect to our policy.

**Mr. Grande:** You mean it's taken you two years to resolve it and you still haven't resolved it with the Ministry of Industry and Tourism?

**Hon. Mr. Welch:** We haven't been standing still. The program in its original form has been going on with respect to at least those corporations that have been involved in the program. Mr. Spence, the director of our cultural industries branch, could give you some detail as to what has been going on in the meantime. We're talking about what the future implications were. You may want to speak to Mr. Spence regarding what has been developed as of now.

**Mr. Grande:** I just would like to find out what quite soon means in your terminology. Does it mean within the next two months? Because the book publishing industry as far as I am concerned, is waiting for you to activate this program with all the urgency that is possible.

**Hon. Mr. Welch:** In answer to your questions, yes, it means that.

**Mr. Grande:** Within the next two months? Okay.

I think that with the book publishing in-



dustry then, at least on that particular vote, I am okay.

In terms of the film industry you were saying earlier, regarding the research and analysis vote under main office that you had done a tremendous amount of research and that you had brought together a good amount of it. Where are you now as opposed to 1975 in terms of deciding on the levies and the quotas? Aside from the voluntary quotas—

**Hon. Mr. Welch:** Mr. Chairman, this has taken far too long, let me say that. We never realized, until we really got into it, the number of dimensions there were to this particular issue.

**Mr. McClellan:** When did you start to try to work out a policy in this?

**Hon. Mr. Welch:** Not long after the ministry came into being, and the ministry will be three years old next January. I would not say just as soon as the ministry got involved, but certainly it is not as though we had just developed this work at that time.

**Mr. McClellan:** There must have been people looking at it prior to that as well.

**Hon. Mr. Welch:** There's no question. Just no question. And it is not as if it has been exclusively ourselves. The government of Canada has been involved, the Secretary of State, other jurisdictions and other provinces have.

I would be less than honest if I did not share with you the fact that I would have thought it could have been settled sooner. But the more meetings you have, the more issues are identified with respect to it.

I feel more confidence now. I feel more confident about being able to come up with some positive steps which will at least show some recognition of the importance we attach to film as one of our cultural expressions. I would want it on the record too that our relationships with the present Secretary of State have been splendid. He too has been wanting to give some leadership to this particular matter on the federal level. We see this as a Canadian policy ultimately in which we would play some small but necessarily significant part.

**Mr. Grande:** My understanding is that 90 per cent of the industry, both in terms of book publishing and in terms of the film industry, is here in Ontario.

**Hon. Mr. Welch:** That's right.

**Mr. Grande:** What do you mean, playing a small part?

**Hon. Mr. Welch:** I am talking in terms of the political clout. I think the physical location of any industry may be one

thing, but if you are going to develop a national film policy it necessitates—and the Secretary of State would agree with this, I am sure—some leadership from the federal scene. This is particularly true as it would relate to special concessions or considerations that were done by way of an incentive through the tax system—keeping in mind that the income tax system is the federal tax system—and indeed some encouragement is available there from the standpoint of the development of a federal policy.

I hardly need remind you that two years ago our own Theatres Act was amended to provide the opportunity for the introduction of quotas insofar as they would relate to Canadian film. We have not moved in that particular area yet. I have been taking some advice from—

**Mr. Grande:** There are voluntary quotas that are not followed.

**Hon. Mr. Welch:** They are not voluntary quotas that have been volunteered to us as a provincial government. They were volunteered to the Secretary of State.

But I am just clarifying the point that the hon. member quite rightly makes—that when it comes to the legislative approach, certainly the Secretary of State would remind us that we have the Theatres Act and he has the taxing system. It should not come as any surprise that we have been having some meetings to see if we could marry those two approaches in some way to show solid and co-operative backing as far as the Canadian film industry is concerned.

(Within the last couple of weeks I attended the Canadian Film Awards dinner. I tell you the whole attitude has changed remarkably. There is far more optimism. It was a great year they were recognizing.

[4:45]

Here once again, without giving any piecemeal indication as to where we might go, I am confident we will come up with something that will be acceptable but, more particularly, will show those who have maintained their loyalty and their support to this industry that we believe in a Canadian film industry, we believe it should be encouraged and we believe it is a very important medium through which we express ourselves as Canadians.

**Mr. Grande:** You realize that you expressed these particular sentiments, as the cultural nationalist you are, back in 1975?

**Hon. Mr. Welch:** I do.

**Mr. Grande:** And two years later—

**Hon. Mr. Welch:** I am saying the same thing.

**Mr. Grande:** —you are saying the same thing. In 1975 you classified it as optimism. I would hope that in 1977 you would classify it as optimism with a tremendous amount of work done. Is it fair to assume that the reason you are stalling—and it is a stall—is the film distributors are totally opposed to any quotas or levies?

**Hon. Mr. Welch:** I don't think it would be in the best interests of developing a policy to attempt at this time to attach any blame to anyone with respect to why we are not further along the line.

**Mr. Grande:** I am stating a fact, not attaching blame.

**Hon. Mr. Welch:** I am really not prepared, in all fairness—

**Mr. Grande:** You did read their report?

**Hon. Mr. Welch:** Yes.

**Mr. Grande:** And they do say that quotas and levies just will not work. That's the gist of their report.

**Hon. Mr. Welch:** There are ways to encourage people.

**Mr. Grande:** But certainly you don't find that legislative ways are the ways to attempt to do it?

**Hon. Mr. Welch:** I take some encouragement, although not necessarily from the distributors as far as the exhibition is concerned, from the recent acquisition of the Odeon chain by a Canadian organization with head office in St. Catharines, the cultural capital now of the film world. Canadian Theatres Group Limited acquired the Odeon chain last weekend.

**Mr. Grande:** Are you encouraging anyone to buy Famous Players?

**Hon. Mr. Welch:** Is it for sale?

**Mr. Grande:** I don't know, but are you encouraging it? Are you putting the capital together?

**Mr. Spence:** It is 49 per cent owned by a Canadian company, Canadian Cablesystems Limited, and the idea of acquiring a further one per cent or so is there if the price is right. But Mr. Bluhdorn of Gulf and Western has not really had any extensive discussions with Canadian Cablesystems.

**Mr. McClellan:** Canadian ownership isn't really all that helpful, is it?

**Mr. Spence:** Not necessarily, no. It is not helpful at all, as a matter of fact.

**Hon. Mr. Welch:** The logic doesn't convince them.

**Mr. McClellan:** The only cause for encouragement I can see as far as the distributors are concerned is that you have delayed. I am sure they are encouraged by the fact you have delayed on your policy. You have procrastinated.

**Hon. Mr. Welch:** Perhaps it is sufficient to say at this stage that there have been some meetings over the last short period of time which would indicate to many interested parties that they should not take any particular heart from the delay. They have been provided with some opportunity to bring themselves up to date with respect to what our intentions are in this particular matter.

I think it is like so many things. It is much better if you are going to announce some policy to have some preparation. If it means simply waiting a little while to have some enthusiastic receptivity to your policy it makes it that much easier to do. If, in fact, all fails, we do have a legislative vehicle.

**Mr. McClellan:** That's right.

**Hon. Mr. Welch:** It's clearly been amended and it is now in place.

**Mr. McClellan:** Enough time has passed and it's time to get serious about it.

**Hon. Mr. Welch:** I am serious.

**Mr. McClellan:** There's been enough action on other fronts, in the music industry and book publishing, that people understand what their responsibilities are.

**Hon. Mr. Welch:** I understand.

**Mr. Grande:** I certainly hope, and not just in terms of a guaranteed loan program for the book publishing industry, that the minister would get on with having the meetings with the book publishing distributors because that is really what you have to tackle. In a nutshell that is the focus of where you really have to go. When I hear the member for Port Arthur (Mr. Foulds), my colleague in the Legislature, say in some book stores up north not one Canadian-authored book is exhibited, then I say something is definitely going awry.

I hope with respect to the film industry—perhaps not within the next two months but within the next three months—you are going to make an announcement because in the final outcome I think you really have to bring in legislation; there is no other recourse. The particular pressures that come to you from one particular group—the distributors in this particular case—seem to be pulling you in two different directions. The report you have from the film industry producers et cetera in 1975 and the report



from the distributors seem to be pulling you in different directions. But clearly you have to be making the decisions because you are the responsible minister. And I hope you will.

Vote 2903 agreed to.

On vote 2904, multicultural support and citizenship program:

**Mr. Kerrio:** Mr. Chairman: May we have a little direction? Are we going to attempt to do votes 2904, 2905 and 2906 by 6:30?

**Mr. Chairman:** That's correct.

**Mr. Kerrio:** That is going to give us an hour and a half.

**Mr. Chairman:** Roughly thirty minutes each.

**Mr. Kerrio:** That would give 12 or 15 minutes to each party on each vote as a reasonable division.

**Mr. McClellan:** We may want to spend more time on 2904 on this side than on some of the other votes but we will balance it off so that it is equal.

**Mr. Grande:** Mr. Chairman, on a point of order. Are you going to take the vote as items 1, 2 and 3 or lump it?

**Mr. Chairman:** It doesn't matter to me; it is up to you; whatever you want to do.

**Mr. McClellan:** We'll just leave it open to talk to the issues.

**Mr. Kerrio:** Yes, to the three issues—that will leave each individual member a little more latitude.

**Mr. Minister,** the first order to which I would like to direct myself in the way of business is to the community participation branch to which multiculturalism and support of a citizenship program is directed.

When the minister was answering a member's question last year, as far as community participation in multiculturalism was concerned, the minister spoke of the basic tenets of his government's multicultural policy. He mentioned at that time the need to design programs to develop the sensitivity of public servants to the broader spectrum of values and needs. I would like to ask at this juncture how he sees his role in addressing himself to such problems as they exist, say, between the Toronto police force and minority racial groups as reported in the Pitman study on racism.

Should we include the participation of this ministry in a role that would give some kind of sensitivity to those areas of multiculturalism and ask for some kind of program within those forces as they exist, particularly in the large centres, so that we can develop

some kind of sensitivity to the multicultural groups in the light of the concern about the problem as it exists?

**Hon. Mr. Welch:** Not only would I say yes to that, but I would indicate to the member that we recognize that as a very important part. It manifests itself in our programming as it now stands. Now that we have the Pitman report, I am sure my officials will address themselves to the specific recommendations set out there. But any programs, and ours are among them, that help people better understand each other, that within the program content involve a sharing of those experiences from which comes a better understanding, lend themselves to positive steps being made in that regard.

You will recall that the hon. member for Oakwood drew attention to our subway poster campaign. You can't solve all your problems through posters, but we recognized some time ago—I think it was following some unfortunate incidents that occurred in the subway system, with gang attacks on people who were recent immigrants, or who had come from families of recent immigrants—that we should be doing something positive rather than just talking about and sharing in the horror of this type of behaviour. We set aside funds and developed our subway poster campaign. I think it was very effective, providing people with the opportunity to see the value of diversity in the cultural life in this particular jurisdiction, from that diversity recognizing a certain basic unity which we call Canadian. Mr. McPhee, the executive director, working with his very conscientious and very dedicated staff, would see all programs directed to providing information and programs that would create the type of climate which we need to have a better understanding and appreciation.

I am one who recognizes that certain laws have to be passed, and certain statutory approaches have to be made. But you have to get inside the individual to have a better appreciation; you don't do that just by legislation. There are many institutions that have a role to play in this regard: the home, the church, the school, the various ethno-cultural clubs and the intercultural activity between these clubs. There are these and a number of leadership roles we expect of people.

The hon. member is quite correct in pointing out the need to sensitize law enforcement people in this regard, to come to some appreciation that people who come from different jurisdictions throughout the world have a



different concept of government structures. All these things require patience, understanding, and a degree of caring. We would direct ourselves to this and a number of other issues.

**Mr. Kerrio:** The second comment I was going to make is that the Ontario Human Rights Commission was compelled this year to make its first public report, entitled "Life Together." It points out the great increase in case load, in those people who need the Human Rights Commission to address themselves to their problems. The human rights case load—something like 739 in 1972-73; double that in 1976-77—would indicate the necessity for the citizen education you have outlined with the programs that are run.

The report underlined the need for preventive measures. I wonder if the ministry expects to increase its involvement in that type of education. You have pointed up your concerns. I wonder if, in response to the report of the Human Rights Commission, you have some positive role to play there and if you are going to get more involved in that.

**Hon. Mr. Welch:** That's another report that interests us very much, and I am going to have Mr. McPhee comment on that in just a minute.

[5:00]

I did want to add a footnote to my first answer and share with the committee the fact that our multicultural development branch at the moment is engaged in negotiations with one of our community colleges to assist that college in the funding of what we call a human and intercultural training project for one of our metropolitan police forces. These negotiations have not yet been completed but I see this as a very positive involvement of our ministry as well.

If the chairman would agree and the member would agree, I would like to call upon Mr. McPhee, our executive director, who comes to us in this ministry from a position of responsibility with the Ontario Human Rights Commission. We are very fortunate to have available to the ministry someone with that background along with a very well-known interest in all these situations dealing with people. Mr. McPhee might share with you some comments about our involvement both in the Pitman report and in the Symons report for the Human Rights Commission.

**Mr. McPhee:** The question the member raised and the questions that are raised by the Human Rights Commission report can be addressed at several levels. The commission is addressing it primarily at the enforcement level, as it must do. It can also be addressed,

as you noted, at the educational level and at the community level. The programs in this particular ministry address it at several of these levels.

The citizenship branch, which is responsible for the reception and orientation of newcomers, immigrants, addresses it at that level. Of their grants budget of some \$500,000 this year, \$100,000 went to the particular groups that are suffering at the moment, as noted in the Pitman report. I refer to visible minorities, people from southeast Asia and from the Caribbean. By making grants to voluntary settlement organizations, we have been addressing the problem. It is our belief to the extent that an immigrant can enjoy an effective, responsible position in the community, his problems later will be minimized. That's the citizenship branch.

The multicultural development branch has as its goal the implementation of the multicultural policy. The long-term goal of that branch has been described under three headings: The equality of all members of society, whatever their heritage or background, in terms of their enjoyment of rights; the equality of access to public service; and the right of individuals and groups to maintain and develop their ethno-cultural heritage, thus participating fully in society while retaining that right.

In race relations, as I mentioned, the Human Rights Commission is primarily focusing on enforcement. The multicultural development branch plays a developmental role, a community role, through the use of its staff, through the use of its materials and through the use of its grant fund. In this particular year, close to \$300,000 of its \$500,000 grant fund went to issues relating to race relations in the province.

The branch has published—and I know from my experience in the Human Rights Commission that this is a great need—a wide variety of resource material for community groups which are addressing the race relation problems. It has an institutional development unit which is involved in the major institutions serving the population where it's necessary that those institutions are sensitive to and responsive to the multicultural reality of their client groups.

For example, the hospitals in Toronto have had our staff working with them in that way. It has a community participation unit. You will recall the problems surrounding the Sikh temple in east Toronto which to some extent still continue. Nevertheless, there is a vibrant Riverdale intercultural council, composed of many elements of that community, address-

ing these problems and trying to bring about the healthy integration of the community.

The multicultural development branch staff were partners in the initiation of that concept and have provided significant funding for that organization function. At the moment they are similarly working with the citizens' group in Parkdale, addressing the same kind of problem, and in other parts of the province, of course.

We have the multicultural development branch and the citizenship branch addressing the multicultural nature of the population, those needs, through settlement and through intercultural development programs. I'd be glad to stop or to respond more specifically to your concerns.

**Mr. Kerrio:** We have made it a policy here to allow the staff representing various areas to go into depth. I'm afraid there is a little constraint on time now and certainly you've answered my question. I wonder at this point if Mr. Grande would like to question this gentleman, or should I go on and let you get back to it?

**Mr. Grande:** Yes, I would—not particularly the gentleman so much as the minister.

Let me begin by saying that as far as the multicultural support and citizenship programs go, both in the areas of multicultural and citizenship, they are doing an effective job—as far as they go. As a matter of fact, I don't hesitate to congratulate you or Mr. McPhee in terms of the two recent appointments of Mr. Philip LeBlanc and the director of citizenship, Miss Kay Eastham. I think you have made two good choices there, provided you're going to give them room to move in these particular areas.

My fear has always been that once good people join the ministry—any ministry—they begin to be constrained in the leadership they're capable of providing. I wanted to address myself initially in a general kind of way in this area.

Over the past many years, I have said quite a lot in this area, both outside and within the Legislature. I think you just have to move and you haven't moved. Whereas with the Ontario Educational Communication Authority you allowed that authority to move in a direction which is not consistent with the Act, here in this particular area of the ministry you're not allowing it to move in the spirit of the Ministry of Culture and Recreation Act, 1974.

In taking a look at these functions, the functions of the citizenship and multicultural branch, section 6 states very explicitly that "it is the function of the ministry to advance and encourage responsible citizenship through the process of cultural and recreational de-

velopment, including: (a) preserving and maintaining the cultural heritage of residents of Ontario with full recognition of their diverse traditions and backgrounds."

I could go on for an hour on that topic because I really think you're not doing that. You're not doing what the Act states. You're not following your mandate. You're restricting it, as you put it the other day, to multiculturalism as meaning a sharing. That's fine. I'm not saying it's not a sharing. What I am saying is there has to be something to be shared before you can share it.

Immigrants really started coming to this country after the Second World War. Full immigration started then, although there was immigration back in the 1880s and 1890s. Since that time this government has followed a policy of lip service in terms of what multiculturalism is, but there has been very little action.

As I said the other day, unless you're dragged screaming by your feet you just don't move. You just don't do it. Section 6(a) that I read gives you a wide, wide scope, and is coupled with section 8(a), which says: "The minister shall, on his own initiative and through co-operation with the ministers having charge of the ministries of the public service of Ontario, with the ministers having charge of the departments of the public service of Canada, with municipal councils, with school boards and boards of education, with other organizations and otherwise, in the cause of human betterment. . ."

That's pretty wide. What you should be doing in this ministry right now is what you alluded to, I think it was yesterday, when you said "now that the heritage language program has been set up in the schools, what we're going to have to be doing is encouraging the development of materials for the third language." I'm glad that you stated that, because I'm going to make sure that the boards of education are going to take you up on that.

With the establishment of the heritage language program, and with the grant formula that exists from the Ministry of Education, those boards where the need is the greatest are those getting the least money. What I suggest to you, Mr. Minister, is that in terms of funds, you supplement that formula—increase funds to the boards of education to do these particular programs. Unless you do that, friction between groups within the community is going to mount more and more as the days go by. I don't want to see that friction developing. I think this ministry is where you prevent problems arising.

I would strongly suggest you supplement



the 25 cents per dollar that the Ministry of Education gives to the boards, at least within Metropolitan Toronto, with further funds from this ministry for that heritage language program. I would like your reaction to that, then I'll go on a few more minutes.

**Hon. Mr. Welch:** As far as the educational program is concerned, development of the heritage language program is a decision which the local school boards make. The formula is there, and the Minister of Education (Mr. Wells) has been before this committee and has spoken about that particular program.

Yesterday we were talking of publications that may be in languages other than the two official languages of our country. There was some observations that no doubt for that particular program there would need to be some development. I would think that in a combination of ways people who may want to respond to that need might find some assistance—even in the Wintario program, because we have a specific program in Wintario that deals with the whole question of cultural retention. Retention is in fact the keynote of one of those many programs.

**Mr. Grande:** Except that you never granted any group money for third languages.

**Hon. Mr. Welch:** One would have to go through each particular—

**Mr. Grande:** No, no. You're referring to Wintario citizenship and multiculturalism—this brochure.

**Hon. Mr. Welch:** Yes.

**Mr. Grande:** To the best of my knowledge you have never granted any money to any group for the teaching of third languages. [5:15]

**Hon. Mr. Welch:** There was a grant to the Italo-Canadian Heritage Centre in Toronto to publish a special issue of *Quaderni Canadesi*. We can go through all of these applications, but you made a statement and the very second one on my list takes exception with that. There was a Wintario grant—but, of course, the multicultural history would be in English—dealing with that.

The point that I was making at that time—and not to avoid the specific question you asked—is that no doubt there will be, as that program develops, a need for more of these materials. The Portuguese community got \$22,000 to research and publish a book in Portuguese and English commemorating the 25th anniversary of the Portuguese in Canada.

**Mr. Grande:** Mr. Minister, the fact that we have very little time—

**Hon. Mr. Welch:** Mr. Chairman, I appreciate the time constraints but the hon. member makes the statements and when I want to make sure that the correction immediately follows his statement, he can't foul me for the time.

**Mr. Grande:** I am suggesting to you that I am encouraged by the fact that you say you are going to be moving in terms of the learning materials.

**Hon. Mr. Welch:** Yes.

**Mr. Grande:** I accept that. The other point that I wanted to make, and that I did make, was in terms of providing some funds from this ministry to the boards of education, which the Act states you could do, to increase that funding formula or the money that comes from the Ministry of Education.

**Hon. Mr. Welch:** Let me be very, very frank with the hon. member. The hon. member can see our resources and I would not see that as a first claim on some of these resources, keeping in mind that boards of education are getting some special allowance to run these programs through the educational program. Not that I don't see that as an important matter, but I would not like to see additional resources coming from this ministry dealing directly with school boards for that particular curriculum program. I would rather see our moneys go out through the regular grant programs so we deal with the community at large in the way that we are.

So if the hon. member is saying to me would I be willing to see money from this ministry supplement what the Ministry of Education is making available for the culture and language programs in the schools, the answer would be no.

**Mr. Grande:** I appreciate the fact that you clear that. It is good to know.

**Mrs. Campbell:** It is called candour.

**Mr. Grande:** It is good to know. So therefore on section 6(a), in terms of "preserving and maintaining the cultural heritage of residents of Ontario with full recognition of the diverse traditions and backgrounds", you are saying this ministry is not going to get involved in that.

**Hon. Mr. Welch:** Mr. Chairman, that doesn't follow from my answer, and my answer explained why. With the resources we have, and as far as actual grant money in citizenship and multicultural development is concerned I suppose we are talking in round figures of \$1 million, we have at the moment arbitrarily divided that in half for each of these two programs.



And when you think in terms of what \$500,000 would mean going to the school boards for a particular program in the schools, which is a very wonderful program—

**Mr. Grande:** Then put more money in this particular area.

**Hon. Mr. Welch:** —but compared to all the other things that we have to do, the point is, I am sure the hon. member made the point when the Education estimates were there, maybe there should be more money in that particular vote in Education.

**Mr. Grande:** Of course I—

**Hon. Mr. Welch:** But I just get a bit upset. That is as strong as I would like to put it. I get a bit upset by the hon. member's logic. That having given you the answer, quite frankly, for the reasons I have given you, you therefore say that I am completely ignoring section 6 of my Act.

I happen to take this work quite seriously, as I do all my work at the ministry, but I have particularly taken this work quite seriously. I have some very strong views. I am sure the member and I would share many of these views together as we think in terms of cultural preservation.

This is a ministry of heritage conservation as it is; be it the culture of our people, be it the buildings put up by our architects, the historical culture, it is all related. It is very, very important. And you have to have something to preserve or you have to preserve something before you share it. I appreciate that and we are trying to move on all of these fronts, and we have got some very dedicated people who work with us in this regard.

But keep in mind, Mr. Chairman, and I say through you to the member, the government doesn't do it all. There are ethno-culture groups in this particular province who are doing a first-rate job of this, as well, who are not expecting the government to do it for them. They are doing it in an environment where both the federal and the provincial governments are making staff people available to them. Grant moneys are available to them. The whole Wintario capital program is available to them to assist in their work. The initiative, to a large extent, is coming from the groups themselves who are ensuring that their culture is being preserved.

**Mr. Grande:** With respect, I think you have given me the answer to that question, so therefore, I want to proceed to the other section. I won't deal with it extensively since

the member from the Liberal Party dealt with it. I think that you really have to get involved in terms of race relations. It is commonly accepted knowledge that the way to deal with this is through education. I would urge you to get involved in that area through the educational system.

What bothers me about this ministry is that whenever we are dealing with education Tom Wells is saying to you, "Stay out of that area. It is my responsibility." You have a clear mandate to get involved in that area and if Tom Wells doesn't like it, well, he doesn't like it. I think you should be tough with Tom Wells in that area.

I'm sick and tired of seeing press release after press release saying that we don't tolerate races. The place where we can best effect a solution is within the educational system and the press keeps saying we are neglecting our duty to give information to children about other cultures and about other peoples.

Right now we are coming to the point where we are realizing that we made a grave mistake in the past. The Pitman report and reports from boards of education within Metro Toronto and outside of Metro Toronto are pointing this out. There was a recent headline in the paper that said "Money and More Involvement Key to Fighting Racism." Money—that's the problem. No money is flowing in that direction from this government.

I don't know whether the minister wants to answer these remarks or not. Perhaps it is not necessary. I am finished on this particular vote.

**Hon. Mr. Welch:** Perhaps just to conclude this aspect of things, all our programs have this objective in mind along with other objectives. Mr. McPhee spent a fair amount of time explaining how we were attempting, through this particular branch of my ministry, to respond to the concerns expressed in the Pitman report and the Human Rights Commission report.

I know that all men and women of good will would certainly hope that there are some positive ways in which we can meet the challenge of the times—to develop the type of community that we want to see developed all through this province and this country—people having a better understanding of each other and so on.

But here, once again, it requires patience. You can't buy or bribe people in this regard. You have got to work with people. People have to want to. It requires a great deal of skill on the part of—

**Mr. McClellan:** And resources. And re-

sources to provide the people who are working with people.

**Hon. Mr. Welch:** I am not denying that. I say to the member for Bellwoods I don't deny that—

**Mr. McClellan:** It's not a question of bribing people, as you well know. It's a question of providing adequate resources to put the programs in place.

**Hon. Mr. Welch:** The hon. member for Oakwood says that what racism needs is money. The point is I am not denying that you need money to get people with great social skills to work in communities. We have not ignored our responsibilities in this regard. We have had people and resources available. We work with the Y in different parts of Toronto. We have worked with a number of groups and have provided some staff consultation and some financial resources. So I don't think that we have any basic disagreement. It is just a case of recognizing the complexity of the whole situation and moving into—

**Mr. Grande:** No disagreement—just disagreement on priority, that's all.

**Mr. McKessock:** Mr. Minister, I have an item that I would like to bring up under community participation. It is in regard to a certain part of culture in our rural areas that we would like to share more with the urban areas. That pertains to the rural agricultural fall fairs. These are sponsored by the agricultural societies and some of them have been in operation for over 100 years. So they are definitely part of our rural culture.

In my riding alone, there are something like 14 communities that have fall fairs; I know there are similar rural areas that have a lot more. I know that close to the city we have the Royal Winter Fair, but it is a professional fair and these local fairs certainly have a lot to offer. They aren't experienced to any great extent by the people of the city.

I would like to make the suggestion that it would be a great service to the urban people, especially schoolchildren, to provide scheduled tours to these fairs in the fall. Buses could be provided to schools, for example, and scheduled in a way that each of these fairs could receive a certain number of schoolchildren—so that they wouldn't be overwhelmed by too many children on any one day. In this way the people from the city would have a great opportunity to learn about matters pertaining to these fairs that have been going on for so long. On the other hand it would give a boost to the fairs in

the country by providing them with extra people, which they need.

It seems too bad that in a lot of cases many people have gone to much effort and expense to provide these fairs, and the attendance is quite often very low. Then in one or two days it is all over for another year. Some of these fairs have dropped out over the years, and I would hate to see any more of them drop out. In the last few years, they seem to be picking up a little bit. A program like this would certainly help the fairs. I know that in turn it would help the people from the city.

**Hon. Mr. Welch:** The hon. member draws our attention to a very interesting institution in this part of the Ontario lifestyle—the fall fair. There is no question that it is a wonderful opportunity for people to see and appreciate the dependence they have on the agricultural industry with respect to a number of things. Those of us who live near them, who have the opportunity of access to fall fairs, are very fortunate indeed. For instance, the people in a large area like St. Catharines have access to the Beamsville fair, which is very popular—I think it is a class A fair now—and to smaller communities like Smithville, and formerly Niagara.

It would be difficult to understand Ontario without taking into account the fall fair and all it means. Indeed, in many fairs, those with which I have had some connection personally, special efforts are taken by fair boards to make sure that contests are run in the schools—poster contests and others. There is usually an agricultural day when secondary and elementary students are taken to the fair and have something about animal husbandry and growing explained to them and seeing the various exhibits.

I don't think it comes under this vote. I am not dismissing it because it doesn't happen to fit in this vote, but if memory serves me right through the Wintario program we have done something in a capital way with some of our fall fairs, particularly as they are related to an expanded recreational facility, not just confined to the actual time of the fair. As you know, a lot of the fairs have their facilities or their halls which are used for other community events at other times of the year. We put some capital there.

Maybe even our Outreach program could plug into the fairs in some way. I would like to discuss with the member what he sees as some of the initiatives we could take. Maybe we could introduce a new category in the Wintario program, or something along that line. I would be glad to talk to the hon. member about it.



[5:30]

Certainly, you couldn't understand Ontario today—the way we are today—without taking fall fairs into account and the more people who have access to them the better. I guess in many cases fair boards go out of their way to make sure that special programs are there, involving the senior citizens and the young people in the school system as well.

I might just remind the member it wouldn't necessarily fall under this vote, because as a matter of clarification as far as grants are concerned, we are talking about citizenship grants which are particularly related to newcomers to our country who are being assisted in their integration, be it in language training, in citizenship preparation, or in a number of things which are quite homespun and homely—the newcomer centre down at 8 York Street and so on.

Then there are these multicultural grants we are talking about, particularly as they relate to our ethno-cultural groups—who are organized in some cases and have their own special functions.

What you talk about from the standpoint of intraprovincial exchanges of people and so on may be an interesting thing to give some thought to—maybe even as it only relates to a Wintario travel grant, or something like this. I would be glad to talk to the hon. member about this.

**Mr. McKessock:** Thank you, Mr. Minister. I appreciate your remarks about the fall fairs. I tried to look up a vote that I thought it might fit under—

**Mrs. Campbell:** Don't we all.

**Hon. Mr. Welch:** I think you found an interesting one—community participation.

**Mr. McKessock:** Right. I thought it should come under culture somewhere. Maybe it will fit into the Wintario program. I appreciate your remarks.

**Hon. Mr. Welch:** We will take a look at it.

**Mrs. Campbell:** I am here because I want to express a fear I have in the metropolitan area of Toronto. The minister and the Minister of Education have spoken about the heritage program. I don't think there's another area that needs this kind of program any more—I'll put it that way—than Toronto does. But I don't think the Minister of Education, with respect, and I guess this minister here, understand the implications of what is happening in Toronto.

It is all very well to say that the board of education has to accept the program, and it has in Toronto. May I suggest to you that,

for the first time in our history, Toronto this year raised 102 per cent of its educational cost on the backs of its own municipal taxpayers without grants from the province. The city is in a negative grant position.

This year is one year, but if that continues I am very fearful that they will not be able to continue in the heritage program, or they will have to exchange priorities in the child with perceptual handicaps program, or opt for some other kind of priority—which in my view is not acceptable. We cannot interchange people in this way.

Perhaps this minister would have some discussion with the Minister of Education, covering that kind of situation. Because Toronto is spending two per cent as its Metro contribution—all of it raised on the taxpayer of the city.

The other point that I am concerned about is that when we come to racism, it isn't just a matter of education, with the greatest respect. I see problems with housing. People who are anxious, who haven't places to live where they can afford to live, tend to look for a scapegoat in the community. It is a tragic situation, but it does happen. I get these calls quite often.

"I have been waiting for housing for so many years, and these people can come right off the boat and get in." That's not accurate, but I am only expressing a kind of fear that people have and that creates resentments. There has to be something deeper than just the educational approach, important and vital as it is. Of course, the employment issue falls into the same category.

If we don't then you do have the right, the mandate, to look broadly at these issues. Surely with your experience and diplomacy—which is acknowledged by all of us—you have a responsibility to take leadership in these various areas. It isn't good enough to sit and talk about a program if there isn't a commitment in depth to changing the way things are.

You know I have been addressing myself for a long time to questions of Wintario-type funding for multiculturalism. I couldn't agree more with what was said by the critic for the third party: When you have put so much thrust on the multicultural community reaching out, you have in some ways denied them the opportunity to first focus on their own basis. We don't do that with golf clubs and yacht clubs; they don't have to reach out. These people do. You have to start with first principles.

For instance, I was astounded to find the Ukrainians couldn't get their grants. I don't know why they couldn't, because of all people



in the community, they have spent thousands of their own dollars—to develop their exhibit at Casa Loma and that sort of thing. For some reason they seem to be precluded from even the kinds of grants that were available to others under the strict guidelines of the Wintario program. I think we have to have a commitment in depth to the groups in our community which form the community.

I was saddened that we lost the International Institute and replaced it by a government operation. I felt that was totally wrong. I found the government reversing itself and taking onto itself a function which had been, in essence, a voluntary function of not all, but a great number, of the ethnic groups in the metropolitan community. It was a reversal, and I think you were wrong. It's gone. Too often we lose the initiative by not continuing funding and by superimposing a government operation.

To that extent I have a very real sense of quarrelling with the government on this approach. But when the initiatives are there, there should be much greater enthusiasm by government to see that they have what they deem they need, not only to preserve their culture, but to move it across the multicultural spectrum.

I've seen the changes over the years. I have been concerned that many of our cultural communities are losing their young people. There has been an assimilation. I would hope there would always be the opportunity for that kind of assimilation, if that's what people want, but we should know our history and our culture.

Mr. Chairman, as a Scot, I have perhaps felt the whole thing most. We and the Celts are always lumped with the Anglo-Saxons, as though we never existed as groups apart. I have recognized that that has happened to us; I would like to see that it doesn't happen to others. I have nothing against Anglo-Saxons, it just happens I'm not one of them. I'd like to be recognized for what I am. I think most of us would.

**Hon. Mr. Welch:** You're the first Scot I've ever heard who felt he had lost his identity.

**Mrs. Campbell:** I had occasion to speak to our Premier (Mr. Davis) once when he talked about the Anglo-Saxons. I pointed out that he was including the Celts and he shouldn't. He said: "Do you know, I never thought of it. I think my grandfather might have been upset. I'll have to remember that."

The language of people is so tremendously intimate a part of their lives, I don't want to see that lost in Toronto. I would urge that you give consideration to ensuring that it isn't

lost, however that is best done, because I don't think that education can function solely out of the taxpayer and the tax dollar—particularly as we have more and more of our elderly seeking exemptions from educational taxation. I agree with them. I don't think they should be paying when it's such a hardship to many of them. But we must look ahead. Let's not look at what is now.

I guess that's my last statement, Mr. Chairman. Too often as we review estimates and look at different ministries we see them in isolation. Of course, with these estimates we don't even see them now, they are past.

But we must look ahead if we're going to curtail violence in a city such as this. We have to have an understanding of the natural fears of people. Fear does lead to resentment. It's human, and we have to do all in our power to ensure that we alleviate it. So I would ask not only that the minister have his discussions with the Minister of Education, but also that he impress upon the Minister of Housing (Mr. Rhodes) and upon the Minister of Industry and Tourism (Mr. Bennett) and anyone else, the very real problems. Let's not skate on the surface of them; I think there's a tendency to do that because they're difficult to cope with in depth. I know that this minister, with his experience and diplomacy, can bring that message if he is committed, or if he's convinced that what I'm saying has merit.

**Hon. Mr. Welch:** I share the hon. member for St. George's commitment to this area; I'm sure all on this committee do. Prejudice and all things related to it are very difficult cancers to attack. Indeed, all the glowing speeches in the world, all the legislation in the world and all the formal programs in the world will not necessarily produce results. But people feel better if they're doing something.

How prejudice is passed on is a very subtle thing. We never get into this type of comment but we think of the words of one of the participants in "South Pacific." She sang: "You've got to be taught before you're six or seven or eight, to hate all the people your relatives hate."

[5:45]

How you intervene in this type of situation and how you hold high goals with respect to this—they're all matters that can't really be confined as the responsibility of any particular institution, as the hon. member for St. George so rightly reminds us. I identify myself with her concerns and the concerns of the member for Oakwood and others in this connection. By the same token these things

aren't going to go away. They have to be very deliberately approached and it involves the co-operative effort of a number of our agencies, including law enforcement and the courts and all sorts of organizations.

The language issue is one I have always been very much concerned about. I agree with what the hon. member for Oakwood said yesterday. He talked of how people want to express themselves through their own language and about what's lost in translation. I'm sure, as I said yesterday, English Shevchenko isn't as good as in the Ukrainian in which Shevchenko wrote, from the standpoint of capturing something of his feeling. Language is a very important vehicle as far as the transmission of culture is concerned.

The heritage language program in the school system is a positive step forward in this regard. I must say I sense that many of the ethno-cultural groups saw that as a very important breakthrough—that it was recognized as part of the formal education system. Keep in mind that many of them are keeping the whole question of language very much alive on their own in volunteer ways. They had schools they were running after the formal school day, and on Saturdays and on Sundays. Parents, at no little sacrifice, were putting up the resources and the people to keep language alive in these special classes in church halls and in schools.

Certainly in that aspect of things this ministry would want to still be seen as encouraging groups who are doing that on a volunteer basis, even outside the school system. We feel there was some significant breakthrough recognized by ethno-cultural groups to see it as part of the curriculum.

The history of the International Institute is an interesting one. When I was Provincial Secretary I had some association with them. I would identify, with the hon. member for St. George, the great advantage that comes from volunteer organizations. I think there are a number of things that worked against that particular organization, of which we were not the sole part. They had some trouble with United Appeal—some trouble with sustaining some interest in that way as well—

**Mr. McClellan:** Some troubles in the organization too.

**Mrs. Campbell:** Yes, they did. They could have been helped over.

**Hon. Mr. Welch:** There were some internal problems. But nevertheless it does give us the opportunity to say that whether it's the Inter-Faith Church Immigrant Society or one of a number of other groups, I don't know where we'd be today without that type of people-

caring-loving involvement. Ed Gale and that group—the Inter-Faith Church Immigrant Society—and the wonderful people there who have worked making sure that there's some bedding around and some clothes in times of emergency and things like this. I mean that's pretty basic stuff. People really feel they are doing something in a very tangible way.

However, we will have an opportunity tomorrow, perhaps, in fairness to the other members of the committee, to respond in more particulars to the hon. member for St. George's concerns dealing with the Wintario program as it relates in this area. Maybe it would be fair to let that stand until tomorrow. I appreciate the very positive statements that have been made.

**Mr. McClellan:** I wanted to make some comments about the Indian community secretariat, if I may, which is the second item.

I have to say at the outset that patience has run out on this side with respect to the Indian community secretariat. I think it is fair to say at this point that the operation is a shambles. You have been without leadership in the secretariat since May of last year, I believe, when Mr. Welldon retired. I gather from the press release that somebody was obtained—

**Hon. Mr. Welch:** It was in July of this year when Mr. Welldon—

**Mr. McClellan:** Sorry, July of this year. Somebody was obtained very recently. I both wish him well and extend a certain amount of sympathy and condolences to him at the same time. He's going into a very difficult situation.

I have followed the progression of people through that ministry in a number of capacities, as a member here and as a community development educator. A number of students of mine went into that operation with a great deal of youthful optimism and idealism and hope and that was very quickly burned out of them in that operation. Just the procession of people you've had in the Kenora area is an absolute disgrace.

The failure of successive operations under the aegis of the secretariat to co-ordinate efforts to provide rehabilitative opportunities for the communities of Grassy Narrows and Whitedog, devastated by the Reed mercury pollution, is just an appalling chapter in this province's history. Nothing has happened. We have the same inadequacies that have existed for the last 10 years, except now everything seems to be much much worse—dramatically worse and less co-ordinated, if that's possible to imagine.

This ministry is run, we have to stress, by the government House leader, with all that



implies in terms of the amount of energy and attention that you're able to provide and focus. We have the secretariat tucked away in this ministry, somewhat inappropriately. We have Mr. Brunelle, who is the cabinet co-ordinator on native affairs, lurking somewhere in the woodwork—nobody seems to know where; he certainly doesn't seem to relate to this operation and this operation doesn't seem to relate to him. Mr. Brunelle doesn't seem to have the capacity to expedite things with respect to Grassy Narrows and Whitedog. I don't see that the work he's doing has any relationship to the work that's being done here in the secretariat.

We continue to see individual ministries operating with respect to native communities in what can only be described as a haphazard and unco-ordinated manner, unrelated to any overall social or economic development strategy. The whole thing is a shambles.

I think as recently as last week we had Darcy McKeough standing up in the House and bellowing out in response to a question dealing with a provincial initiative with respect to native development that this is an area of federal jurisdiction. This is the same policy copout that has characterized Ontario's stance with respect to native development for as long as I have been either a participant or an observer on the scene.

Ontario remains a backwater among the provinces in terms of its relationship to the native population of the province. Provinces that are much smaller, with much less in the way of resources, have made enormously stronger contributions to native development than this province has, with all of its wealth and all of its resources and all of its human capacities. It's just a very demoralizing and dispiriting kind of thing.

I have received a critique of the Indian community secretariat from one of your former staff and I'd like to go over some of that material with you. Maybe it is a good time, when there is a new director coming in and there has been a kind of hiatus over the last four to six months and not much is going on—the thing is kind of moribund in a very real sense. Maybe it is a good time to take stock of the operation and to suggest some rather fundamental ways of restructuring it. Maybe we can arrive at some ways of coming to some new beginnings.

This memo deals with the experiences of a member of the secretariat as a staff person. I see an old colleague, Marshall Noganosh is here and watching—I assume he is still on staff—and I should say there have been some real contributions from this secretariat. I don't mean to minimize the contributions that

individual staff people like Marshall have made to particular communities. I can think of the work that has taken place with the Parry Island band for example, with which I am familiar, and some very real accomplishments. But these have been exceptions—outstanding exceptions but nevertheless exceptions. The operation has never provided the frontal attack on the problems facing native communities in Ontario. It has never provided any kind of a coherent framework or policy that would provide a helping hand in resources to encourage native development.

One of the things this memo deals with is quite simply the lack of a clear policy definition for the secretariat. There never has been a clear policy focus as to what it is the secretariat is supposed to be doing. He states that senior management of the secretariat has been utterly unwilling to review the functions and delivery of services—that field staff and project officers all possess different perceptions of what the secretariat is about and what community development means within the context of the secretariat.

He states that there is no logical or consistent use of your grants fund. He states quite volubly that the grants are awarded not on the basis of their contribution to an overall development strategy or how a particular project fits into a development strategy, but as he says for political expediency—whether or not a project is politically exciting.

Project criteria exist on paper but are never referred to when grant submissions are being prepared. He says there is a complete vacuum in relation to all of the other ministries that I suppose you can say clutter up the field—all of whom are operating in a state of isolation, one from another.

He makes a number of other criticisms as well, again, I assume, based on his own experience. He states that: "There is consistently no recognition that the needs of communities and organizations have changed and require new responses. Upwards of 75 per cent of project funds are of an economic development nature, yet the ICS has neither recognized this nor hired staff with expertise in the area."

[6:00]

I'd like some response on that. I would have assumed that the secretariat would have, either of staff or seconded from other ministries, people with specialized technical and economic expertise who would be available to both vet grant requests and help people getting the projects off the ground. If this criticism is accurate, that resource simply isn't available to the secretariat.



He goes on under a third heading, "No mechanism for developing policy" and states that, "As incredible as it may seem, the director would often request a single person to develop a policy statement on, say, recreational vans or friendship centre programs. It was done in such a way that 90 per cent of such policy topics were either not completed or were so insignificant that they weren't looked at seriously. When staff requested time to begin discussion on a point of policy it was always disregarded."

He goes on to talk about the fact that between September 1975 and April 1977 five of the six staff in northwestern Ontario resigned. Each gave upwards of two months' notice, but in each case the office was left vacant for four to six months. The directorship was also vacant at the time he was writing. You just don't have any credibility when these kinds of practices occur. It is not a serious program. A program is laughable when it has positions in such ostensibly key areas as the Kenora region or other parts of northwestern Ontario, and your staff are passing through as through a turnstile of demoralization. Each time this happens there is a gap of four to six months in replacing the vacant positions, to say nothing of leaving the directorship open for such a long period of time.

The sixth item he deals with is the question of the grants fund. He states quite baldly that there are not adequate criteria with respect to the awarding of grant money, that projects are funded because of political expediency. He doesn't define that, and I don't know what precisely he means. In the absence of specifics and in fairness I don't want to place too much stress on that. But it is a matter of concern that there don't seem to be, if he is correct, adequate criteria governing the expenditure of the grants fund. It is clear the funds are not being expended within any kind of overall context, or even within any kind of provincial commitment or stance with respect to native development.

Finally, there is no process for reviewing the functions of the secretariat.

I understand that there is a review underway—the Smith-Auld study. I don't know what stage it is at; I would be interested in it. I have had repeated complaints that the Smith-Auld study is taking place in, again, a kind of vacuum, without adequate or meaningful native participation. I would appreciate the minister's comments on that. Even aside from that I don't think we can continue to tolerate the kind of drift that has been taking place in the secretariat over

the last couple of years. It is about time Ontario got its house in order with respect to the helping hand it is prepared to offer to native communities.

I hark back to my own studies as a community development worker in the Sixties. It was usually suggested that if you were serious about a community development program which attempted to pull together all the resources of government and make them available to specifically targeted communities or populations, within the context of a commitment to putting necessary resources into making that happen; if you wanted all of the different government actors in the piece to be working together and not at cross-purposes, then you needed to have the operation within a powerful ministry—for purposes of Third World development people used to say within the Prime Minister's office—so it had the clout to command the resources of the different ministries which impinged on the development area.

I suppose that isn't possible in Ontario, but it would make sense to at least pull the different pieces together. I don't know why you have a cabinet co-ordinator for native affairs. He's off there somewhere, without staff, without any clear function, chairing meetings every three or four months—meetings in which he brings in 30 or 40 different provincial and federal agencies who are bouncing around the Lake of the Woods area in absolute and utter futility, and has them explain to each other why they're not doing a damn thing.

It would make more sense either to abolish that function or to take the secretariat and give it to whoever the cabinet co-ordinator for native affairs is. I would suggest the course of reason is to remove the secretariat from this ministry, not because I doubt the sincerity or the dedication of the minister, but because you just have too many things on your plate, as House Leader and as minister of this ministry.

Secondly, I don't think it belongs in this ministry at all. It's not a program like the other cultural heritage programs, multicultural development programs, or cultural programs. It has to be seen as something utterly different.

I would hope this province would some day come to the recognition it has a special obligation to provide an extraordinary effort to provide development assistance to Ontario's native communities, regardless of the issue of jurisdiction. This is not to say one is not sensitive to the concerns of treaty communities to preserve their historic relationship with the federal govern-

ment. But that relationship does not preclude vigorous provincial participation in the development effort, something that's never happened in Ontario. It really hasn't happened anywhere in Canada, I am the first to concede that. But this province has the sorriest record in all of Canada and it's about time that stopped.

Let me suggest again that the appropriate place for the secretariat is not here but with an expanded cabinet secretariat in charge of native affairs, a secretariat that has the clout to command other ministries to provide their services in a way that enhances native development, so we don't have situations like those obtaining now in the Ministry of Natural Resources, where the wild rice resource is being used as a kind of a club against the communities in Treaty 3. So you don't have the situations where the Onakawana development is proceeding with no relationship to what you're doing here and no relation to the work you're doing with the communities on the James Bay coast—if you are doing any work with the communities on the James Bay coast—and no relation to the work being done in the Hartt commission of inquiry, whatsoever.

This stuff is still taking place ministry by ministry. There is no commitment to an overall strategy. There's no sense of coherence to anything. That coherence won't come until there's a fundamental change in the attitude of the government, about which I have some pessimism now after 10 years of watching you. It would at least be a step in the direction of sanity to take the secretariat out of this ministry and give it to the person in the cabinet charged with the responsibility for native peoples.

I'm conscious of the time strictures and have cut out a lot of stuff. I'd be interested in a response from you.

**Hon. Mr. Welch:** Mr. Chairman, if I may I will make a few observations in response to the hon. member for Bellwoods. I know he has some commitment to this program. I know his association in a very real way with the work of the secretariat some years ago. He raises a number of issues and questions. Let's see how many of them we can address ourselves to.

First, in my mind there's no question that the time had come for a review of the role of the Indian community secretariat. I felt that with the retirement of the then director in July it perhaps would be an opportune time to ask for the study to which the hon. member makes reference. After

all, the Indian community secretariat had been operating since 1966; as in so many organizations and structures, I think it's wise to review.

The hon. member, quite understandably, because of the organization of this ministry, makes the mistake that so many make in suggesting that the whole response of this government as it deals with native peoples rests with something called the Indian community secretariat. This is the difficulty that results from identifying something which really is not the case—saying if this is what the government of Ontario is doing as far as the native peoples are concerned, it sure doesn't look like the Ontario government is taking its obligations in this area very seriously—so the argument would go.

The government recognized there was some need to clarify its whole approach as far as native peoples were concerned. It put a senior cabinet minister in charge—the Provincial Secretary for Resources Development, my colleague Mr. Brunelle—whose role is a co-ordinating role. He brings together almost on a weekly basis senior civil servants—indeed, I think at the deputy minister level—to ensure there is some co-ordination as far as a total government response is concerned. When you have the role of co-ordinating what you might call policy development and ensuring you have within the membership of your co-ordinating committee all the ministries which are in any way involved—and there are several—you realize that the actual delivery of the service is left with the line ministers.

I think there's a distinction between the policy and the co-ordination role, the actual delivery of the service. I would think it's important to recognize if you would agree that this is the case—that we have a role with respect to the native peoples as well. We have a role with respect to helping them, with respect to their cultural preservation as we have with other groups. We have a role in a community development sense—in developing leadership and assisting.

I don't think our particular role is one of getting involved in economic development as such. I'm not disagreeing with the hon. member there. Only about a third of the grants are what you might call economic stimulation. Two-thirds of the grants processed as far as this fund and this vote are concerned are really related to more social and cultural objectives.

[6:15]

I will not agree we do not have some re-



sponsibility with our native peoples in the cultural field. After all, we are indeed the Ministry of Culture and Recreation. Why wouldn't native peoples as well as all other people in this province be looking to us for some assistance and some support and some leadership in the field of culture and recreation in the same way that these same native people look to the Ministry of Health for the services which they deliver, the Ministry of Education for services which they deliver, and Northern Affairs, and on you would go? There's a total government responsibility, co-ordinated by a senior minister—

**Mr. McClellan:** It's not co-ordinated. It's discombobulated.

**Hon. Mr. Welch:** —and it's my understanding that we will share it. I think the Hartt commission sits here in a week or two and it's my understanding that Mr. Brunelle will appear before the Hartt commission in order to more fully define what you might call our policy with respect to native people. It will be a document to which we have made our contribution and to which other ministries have made their contributions, to indicate what is the policy towards native people of the government of Ontario.

Someone did a study not too long ago simply with respect to the dollars and cents—the investment—I think it was the Bruce McKay study—talking in terms of an annual outlay of some \$70 million or \$80 million on special programs as they relate to native people. So I think you have to see that the responsibility of the government crosses through a number of ministries related to the delivery responsibility of those ministries.

What is the role of the Ministry of Culture and Recreation, I've asked myself, in this special area as it relates to our native people? What better time than now, before we go much further in filling some vacancies, to have some type of an objective review of the secretariat? As a result, I asked Mr. McPhee to do phase one internally, and then once we've put our new director in place—Mr. Boivin will be in place, I think, at the first of the year—he will be responsible for phase two. This will be the consultative process with the native peoples insofar as his work is concerned. What better timing than to have him, who is to have the responsibility insofar as this area of our ministry is concerned, to be in charge of the consultative process?

The study guidelines, as far as they involve the ministry, are quite broad. We want to develop an inventory of the existing internal policies and procedures within the secretariat and review the organization of our field staff. We want to review the organization

of our Toronto office and its communications with the field staff. We want to review the approval process of our grants. And so the list would go. We've been very specific with this consulting firm to ask for this type of objective review.

But insofar as staff turnover is concerned, I'd ask Mr. McPhee to address this point—I mean, I'm sure he can share with you from a management point of view what's been involved in this situation.

**Mr. McClellan:** I know what the problem is.

**Hon. Mr. Welch:** Have you shared that with us?

**Mr. McClellan:** I'll share it now. You have a bad operation and people are not willing to go into it.

**Hon. Mr. Welch:** I think we may disagree. Let's sort of quietly at this time disagree with respect to that. I think one can't generalize in that way, Mr. Chairman, through you to the hon. member. You've got to take an individual by individual basis with respect to why people have gone on to other responsibilities. In some cases, they've had other opportunities opened up to them.

**Mr. McClellan:** Let me tell you something. When I was in the branch in 1968, we advertised one position in northwestern Ontario and had 300 applications for that one position. That was a time of relatively full employment and a lot of community development programs were operating throughout Canada, indeed throughout North America. I would be happy to be proved wrong, but I bet you don't get 300 applications from qualified, competent, experienced community development workers for your positions in northwestern Ontario when you advertise them. It's just an indication that people have made an assessment about the ICS and have some qualms about it.

**Hon. Mr. Welch:** That's a matter of fact, and we'll let the record speak for itself. I'm not able to quote the last time we advertised in that area how many applicants we had.

**Mr. McClellan:** I may be wrong.

**Hon. Mr. Welch:** I would venture to suggest that the fairest comparison would be to see how many applicants other ministries had with respect to job opportunities in that part of the province related to experience. I don't know. I can't answer that question, but whatever the fact is, it's there, and we'd both have the benefit of that particular information.

I think the point the hon. member misses is that there is a role for a Ministry of Culture and Recreation for some special responsibility



ties as they would relate to native people in the same way that other ministries have their responsibilities. We never have pretended, we never have established, we never have set out, that the Indian community secretariat was a focal point for the government's responsibilities generally with respect to native people.

**Mr. McClellan:** Oh, yes.

**Hon. Mr. Welch:** We do have in place a policy minister who has responsibilities insofar as the policy of this government is concerned as it relates to our native people. We are a member of that co-ordinating committee. We have some resources which are used insofar as the social and cultural objectives are concerned related to leadership training and cultural development and community development, self-help and related programs. There is a dimension of that with respect to some economic stimulation, purchasing of certain construction equipment and other equipment to help people—and I can see how that happened. I was the Provincial Secretary at one time and saw how it was of some advantage for a community development officer, not only to be working with a group hoping to stimulate some interest in them establishing themselves in a way that they could provide some employment for themselves and those in the community, that it would be very easy to say there could be some assistance given in the provision of some equipment. I visited and opened marinas, I visited agricultural developments, I spent a fair amount of time as Provincial Secretary absolutely impressed with what some of our native people were doing in a very conscientious way to assist themselves and get themselves established, what with having some financial help insofar as equipment and materials were concerned and some—

**Mr. McClellan:** I acknowledge that.

**Hon. Mr. Welch:** In saying that, I'm not trying to set out that that aspect of the program necessarily has to be with the Minister of Culture and Recreation. I've never been one to try to sort of protect the territory.

**Mr. McClellan:** You can keep a residual role. I would concede you that.

**Hon. Mr. Welch:** That's very good.

**Mr. McClellan:** But I think only a residual role, because I think the primacy has to be in the economic development function. That has to be somewhere serious. Even from what you've said here, I don't think you're serious. I think you're conceding that it's not the function of Culture and Recreation to be staffing

the economic development function. That may be the—

**Hon. Mr. Welch:** You're not going to have any trouble with this minister if an objective review would suggest that economic stimulation can best be handled and be more aggressively handled in some other way. I'd be the first to say, if that's going to be of some help to the native people, hurray.

All I'm saying to you is it's very easy, after seeing an operation since 1966, why there was some advantage to somebody who was working with our native people to have some access to some resources to help them with respect to economic self-sufficiency. I can see how you could get into that quite easily. Now is the time to review the grants and what the grants are used for—

**Mr. McClellan:** The operation tends to be like a chameleon though. It started out in the welfare department as a welfare function and it had a welfare flavour to it. Then it's moved around the circuit and now it's in Culture and Recreation and it has a Culture and Recreation flavour to it. It's still a basic problem that you haven't worked out your own overall policies and priorities with respect to—

**Hon. Mr. Welch:** Oh, in so many cases, ours is last resort funding. There's no question that if there were some other avenues to do some of these things—I agree with you. We've been seen as a funding source, in many cases, of last resort.

I'm not a gambling man, but I venture to say on the basis of what has been done in this more recent period of time, and with the dedication I know that our people have with respect to this and the very high priority we attach to this, that you won't be raising some of the concerns that have been listed today when these estimates are next before this House.

That's the optimism and the confidence I have with respect to what we're honestly attempting to do in this regard. Indeed, the government's position in this area, as it will be tabled before the Hartt commission, will show in many cases in a very positive way what the response of the government of Ontario has been in this area of responsibility.

**Mr. McClellan:** I'm willing to take you up on that, and look forward to reviewing this again next year.

**Hon. Mr. Welch:** Did you notice that we haven't said what the results of the wager will be? We can negotiate that. But I accept that comment. I understand the member's commitment to this.

**Mr. Kerrio:** It would appear that the old adage "the road to hell is paved with good

intentions," is very appropriate here with regard to the time element. But, to relate to the problem that appears to exist in this particular vote, Mr. Chairman, rather than go over those areas described—and I have considerable notes on them—I would like to make two or three comments that point out some of the problems as they exist.

In this particular vote we're reducing this year's grants by some \$363,000 from last year's estimates. It would appear that if \$300,000 plus were unspent last year by the native people, under the five categories as they appear in the secretariat, then the grant payment structure and criteria that should have existed for using the funds have not been used in the proper fashion.

Coupled with a return last year of some \$489,000 in transfer payments, I wonder how we could justify some of the discrepancies that existed in such cases as the Cansave funding for Third World developing countries, redirecting money to students on the Whitedog and Grassy Narrows reserves, when such a substantial sum had been returned. In many cases the Indian bands were refused funding for very worthwhile functions; after having this grant returned the Indian bands had difficulty raising moneys to attend annual meetings of the Union of Ontario Indians. That would point out a definite lack of direction and meaningful help to those people in applying the funds that had been directed to them. Most ministries or areas of participation have very serious problems when funds are curtailed. But here we had a considerable amount of money returned as being unused, while there were some areas we didn't address ourselves to.

Because we are somewhat constrained in time, there was one more specific involvement with the Indian community secretariat that would well be put on the record. That has to do with the Ogoki wilderness lodge. I'm very disappointed that this lodge is not functioning, that considerable overspending has taken place, that we cannot, in fact, control spending and scheduling to the degree that if we go in to help the native peoples we can put the kind of money there that it takes to do the job, put the kind of scheduling in place that would see it to fruition, and get something functioning in a worthwhile way.

A typical example of what transpires is when the 15-unit hunting and fishing camp, which was initiated by the Patience family of Collins, Ontario, and the Ogoki River Guides, which was meant to be put in in a somewhat rustic and realistic way, then the plans were changed. The architects came in and the funding went from \$300,000 to

\$500,000 to an ultimate cost of \$1.2 million. The lodge has not yet been opened to provide the function for which it was initially intended.

[6:30]

Because of the constraints on time I just touched on a couple of very important matters that are of concern to me, and ask for some kind of comment on those two areas—funding, and the position of the lodge.

**Hon. Mr. Welch:** Mr. Chairman, we've reached the time when you wanted to adjourn. I'd be glad to respond now. I'm in the committee's hands with this. If I may be permitted just one question to the member for Bellwoods; I had intended to raise this point. Certainly the points made by the hon. member for Bellwoods do require a full response from the minister. I've been attempting to honour the time restraints we put on ourselves for completing these estimates. I certainly would reserve to myself an opportunity to review what the hon. member for Bellwoods has said, and perhaps share some further comments with him by letter, because I do know of his interest in this area.

I wasn't sure whether or not the letter to which the hon. member is making reference was the Hume letter or the Perkins letter.

**Mr. McClellan:** Do you mean the material I was reading?

**Hon. Mr. Welch:** Yes.

**Mr. McClellan:** It was neither.

**Hon. Mr. Welch:** I see. I thought the hon. member had mentioned he was quoting from a letter.

**Mr. McClellan:** It was neither of those.

**Hon. Mr. Welch:** That's fine. There is an explanation for both of these matters.

What do you want to do? Was it the plan of the committee to carry this and the next vote tonight?

**Mr. Kerrio:** The least we should do is try to carry this vote.

**Mr. Grande:** I was given to understand that by today we would carry the vote.

**Hon. Mr. Welch:** However, the record can't go unanswered. Perhaps Mr. McPhee would be prepared to talk to you about one or two of these returned grants, and the significance of that. Just before he does, may I say that the White Water Wilderness Lodge situation is a problem which, from the standpoint of the capital cost, has absolutely nothing to do with this ministry. As far as we were concerned, it was ARDA; what the cost of overrun was, what the capital involvement was—and I'm not doing this in order to pass the buck—were funds voted



through a combination of ARDA, as it represents Ontario, DREE, and so on.

The Minister of Agriculture and Food (Mr. W. Newman) felt that once the lodge was put in shape and was ready from the standpoint of its actual construction there might be some advantage in the involvement of our secretariat in assisting training necessary to facilitate staffing. Although the 1977 season was lost, it was felt the experience people had was very worthwhile. This ministry is funding a project evaluation from the ICS funds, in keeping with our interest in the promotion of local native leadership and initiative. As I responded in the House yesterday, the firm of Dunwoody and Associates, management consultants having offices both in Toronto and in Thunder Bay, began an assignment in September, to be completed by the end of this month, to undertake a thorough study of the lodge project dealing with its financial status, economic viability, and recommendations to government to promote successful operation. We've made \$23,000 available for this study.

Whatever our evaluation or assessment of the lodge as it relates to a capital project, it was considered by the native leadership there to be a tremendously important activity, engaging the people in that area in some type of employment and responding to what was considered, on the basis of studies, to be a need for accommodation for hunters and tourists. I think our role, now that the facility is there, is to find ways to be helpful in the development of the leadership and management of the facility. Mr. McPhee might want to respond to the comments of the hon. member for Niagara Falls in connection with the grant program.

**Mr. McPhee:** As I am sure the member realizes, the grants are a community development tool and the exact amount dispersed each year does vary. They must be made as a result of a community development process, and our staff have been very concerned and very sensitive that this is a creative responsible process responding to the native people's wishes. Indeed, we were cautioned in an address to some of our staff by Chief Andrew Rickard of Treaty 9 to be very careful about moving ahead with some of our community development projects, because often an unsound program could be more disruptive in a community than not going ahead.

Within the fiscal year you refer to there were two or three large projects. I recall two of them: ARISE which is a loan fund which has now gone through. It was well over \$125,000. We expected to complete that

within that fiscal year; it went over the March period into the next fiscal year. There was another grant for a rabbitry—to show you the diversity of this—for a Métis group, and it too was well over \$100,000. If the two or three projects that had been scheduled for that fiscal year had indeed been completed, the fund would have been exhausted.

This year we find ourselves in the position of a much more rapid flow. Indeed, we probably will have to ask our minister to find us more money before we are out of this year. So there's no trend that I would draw from that experience.

Vote 2904 agreed to.

**Mr. Chairman:** Do you want to accept vote 2905 as carried?

**Mr. Kerrio:** There are some comments I would like to make on that, Mr. Chairman. Maybe we could have a little more specific an agreement tomorrow as to how we are going to—

**Hon. Mr. Welch:** Mr. Chairman, it's entirely up to the critics. If in fact there was some understanding with respect to the time you wanted for the Wintario program and the capital support program, the committee might want to consider whether votes 2905 and 2906 should in fact be deemed to be carried—in order that tomorrow you would have your full time with votes 2907 and 2908. Now it is not for me to say, because it's your time, but votes 2907 and 2908 are pretty full. The understanding was that you would be devoting the time tomorrow to votes 2907 and 2908, but that would require the committee deeming votes 2905 and 2906 carried tonight.

**Mr. Grande:** Mr. Chairman, I think what the minister is saying is reasonable. We did agree that by the end of this particular day we were going to complete two votes, 2905 and 2906. As far as I am concerned, even though I have some questions to ask on these votes, I will forgo. As far as I am concerned those two votes could carry.

**Mr. Chairman:** Is that agreeable?

**Mr. McClellan:** Otherwise we won't be able to spend the time on Wintario.

**Mr. Kerrio:** What were you planning for time tomorrow, Mr. Chairman?

**Mr. Chairman:** That's entirely up to you.

**Mr. Kerrio:** No, I mean sitting. What time would you—

**Mr. Chairman:** We have from 1 o'clock sharp to 5.

**Mr. Kerrio:** From 1 to 5.



Mr. Grande: So we do have four hours.

Mr. Kerrio: I would be more inclined, Mr. Minister, to have half an hour to clean these other votes up. I am fully prepared to carry

them in the order that we said, but it was taken out of my hands, I think, as far as the allocation of time goes.

The committee adjourned at 6:40 p.m.

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 Duksza, J. (Parkdale NDP)  
 Grande, A. (Oakwood NDP)  
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 McKessock, R. (Grey L)  
 Villeneuve, O. F.; Chairman (Stormont-Dundas-Glengarry PC)  
 Welch, Hon. R.; Minister of Culture and Recreation, Deputy Premier (Brock PC)

### Ministry of Culture and Recreation officials taking part:

Ide, T. R., Chairman, Ontario Educational Communications Authority  
 McPhee, R. W., Executive Director, Citizenship and Multiculturalism Division  
 Spence, D. R. H., Director, Cultural Industries Branch









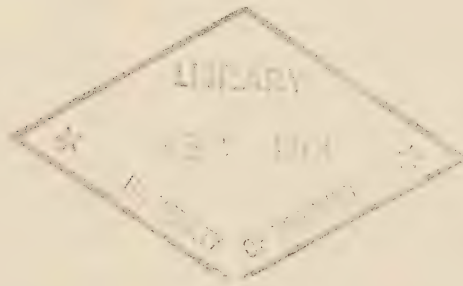


# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Estimates, Ministry of Culture and Recreation



**First Session, 31st Parliament**

Wednesday, December 7, 1977

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

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## LEGISLATURE OF ONTARIO

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WEDNESDAY, DECEMBER 7, 1977

The committee met at 1:20 p.m.

### ESTIMATES, MINISTRY OF CULTURE AND RECREATION (concluded)

On vote 2905, libraries and community information program:

**Mr. Chairman:** The meeting will come to order. Mr. Kerrio.

**Mr. Kerrio:** Thank you, Mr. Chairman. Mr. Minister, we have reached some kind of agreement that we will touch on these votes and leave the balance of today to pursue the Wintario vote.

**Hon. Mr. Welch:** Mr. Chairman, keep in mind that this is the anniversary of Pearl Harbour. We don't want any surprises.

**Mr. Kerrio:** Were you involved in that?

**Hon. Mr. Welch:** I can't remember that far back.

**Mr. Kerrio:** Was that a dollar for dollar thing you did there?

**Hon. Mr. Welch:** No, we didn't match that particular show.

**Mr. Kerrio:** In vote 2905 as it relates to library services, I'm very pleased that some \$3,400,000 of Wintario moneys in non-capital grants was paid to public libraries for materials for the handicapped. Those are two very distinct areas in which I feel satisfied that the involvement of lottery moneys has helped a very, very worthwhile cause. The materials included films, books, foreign language materials, furnishings and equipment.

I'd like to know, insofar as Wintario grants for the renovation of buildings was participated in by public libraries—This might more readily be addressed in vote 2907. I think I'll set that aside for now.

In a release, Mr. Minister, of January 24, 1977, with regard to an increase in funding to provincial libraries, some concern is expressed that there would be continued support at the municipal level. I think you addressed yourself to that concern and I wonder if you might have some comment in regards to it?

**Hon. Mr. Welch:** My general concern, at the time we were improving the provincial payments, was that the municipalities would not, as part of their response, decrease their

financial commitment. The point being that there was a library budget to which the municipalities were making substantial contributions and to which the province was making a contribution. I wanted ours to be seen as an enrichment and an add-on rather than an opportunity for municipalities to decrease theirs so the sum result would be the same.

**Mr. Kerrio:** How much time are we going to need to have some kind of assessment of that?

**Hon. Mr. Welch:** Mr. Roedde, our director of public library services, could correct me if I'm wrong, but I think, generally speaking, that didn't happen. There are, perhaps, one or two examples where municipalities may have done that but generally speaking, municipalities respected the increased provincial transfer and did not let it influence their transfers. Is that correct, Mr. Roedde?

**Mr. Roedde:** Yes, as far as we know, Mr. Chairman. It will take a two or three year period of examining the rate of increase of expenditure on materials by public library boards before we can see the impact of the Wintario program in this past two and a half years.

**Mr. Kerrio:** I'd like to go back a step, Mr. Chairman, if I may. We asked most of your staff to relate to us some feeling on the position of the various branches. I wonder if there would be some comments that you'd like to make regarding the involvement of the ministry in libraries and what kind of course we're headed on?

**Hon. Mr. Welch:** Mr. Roedde, would you like to make some comments?

**Mr. Roedde:** In my involvement with the Provincial Library Council, I'm aware of the discussions that public library trustees and library groups have had with regard to the ministry programs.

The reaction to Wintario is very positive. The Ontario Provincial Library Council met with several representatives of Canadian publishers and periodical publishers just last Saturday. Their response is very positive. There is no criticism of the program at all.

With regard to other questions, such as the appointment of library boards, changes in

regional boundaries, and other questions raised by the Bowron report, there is less agreement, less consensus, and some recommendations have been made to us which are under study. Generally, I can't see any serious problems. The provincial grant was increased substantially this year, especially as it relates to programs in northern Ontario. Wintario assistance is an addition to this legislative grant and, generally speaking, the increase in population having access to public libraries in recent years has been quite remarkable having reached 99 per cent of the province's population. Although there is considerable variation in expenditure levels in the various municipalities I don't see serious problems.

**Mr. Kerrio:** Thank you. You've already answered the question as it relates to northern communities, the involvement there, and the increase in the budget for services, which is something in the neighbourhood of \$3 million and change.

**Mr. Minister:** I have a question in the community information area—but I would not go ahead unless I checked with the other critic to see if he has any questions of your staff.

**Mr. Chairman:** Mr. Grande.

**Mr. Grande:** I do have a few questions in terms of the libraries, and library services.

First of all, Mr. Minister, regarding the recommendation in the report of the Provincial-Municipal Grant Reform Committee, volume 1. It states on page 110, after the preamble regarding the library grant program, that the grant to municipal library boards be eliminated. It also recommends that immediate steps be taken to reassign the responsibility for library services from municipal library boards in the municipalities. What is your feeling on that?

**Hon. Mr. Welch:** Number one, I don't agree with it. I would still associate myself with the attitude that those grants should continue to be conditionalized, and be somewhat indicative of not just the financial, but the moral support we give to this very important public service.

Secondly, when I attended before the provincial municipal liaison committee about a month ago, I indicated that at this time I do not favour bringing in general legislation with respect to the composition of library boards. I would rather do it on a regional basis. That would provide an opportunity for all interested parties within an area to give some consideration to the best possible composition of library boards as they related to their particular area.

Perhaps the best way to deal with that at this stage, would be on a private bill basis, once I was satisfied that there seemed to be some general agreement in the area. I shared that view with the provincial municipal liaison committee at that time.

**Mr. Grande:** It appears to me that the fear the library boards express is that if ever the grants were deconditionalized, then the municipality might not see fit to put up the kinds of funds that are needed. I realize though that close to 80-85 per cent of the funds come from the municipalities anyway, in terms of supporting the libraries. But at least they see it as a loss of some funds towards the libraries.

Just for the record—I'm sure that you received this letter from the Borough of York Public Library Board—it was sent to the Premier on September 8, 1977. In it they state that after thorough discussion, the York Public Library Board unanimously decided to express a position on two of the recommendations: One—dealing with recon-ditionalization of provincial library grants and the other dealing with public library boards, in terms of council deciding on the library board becoming a sub-committee of council.

**Hon. Mr. Welch:** If that's the same notification I had, I think you'll find that group has indicated an opposition to both of those things. In other words, they are opposed to deconditionalization, which is my position, and they would not want to see a uniform change with respect to the composition of library boards, making them simply a committee of council. That would be consistent with my thinking at the moment, although I add a postscript, once again, to the second one: If I was satisfied that a county or a region had arrived at some consensus with respect to that—involving as it would some discussion with the library board and the school board and the council and other interested parties, and it wanted to come forward with a private bill indicating that type of consensus—that might be, at this stage, the best way to treat it. That is, by an evolutionary approach to that type of change.

**Mr. Grande:** I wanted, for the sake of the record, to put your public library position in here. There was the Ontario Public Library view on reorganization and they published a report on September 25, 1976 and obviously they deal with the Bowron recommendations. Apparently all kinds of meetings are being carried on across the province from the Ontario Library Trustee Associa-



tion to librarians, et cetera, et cetera. What intrigued me here were problems that they did not look at because they had no time. One of these happens to be services to ethnic populations.

I'm sure you realize that in Metropolitan Toronto—and we were on this topic the other day with the Ontario Arts Council—there are a lot of people in this Metro area who, because of their recent arrival to Canada, or because of their age and not learning English as fast as they would like to—nonetheless, these people would like to feel that their local library has some books in a particular language that they are familiar with and from which they could get information. I was wondering, is there anything at the provincial level that you're doing to encourage this direction? Are there any funds being allocated in that direction?

**Hon. Mr. Welch:** I agree with the hon. member in saying that the public library system would want to respond to this very legitimate need. Indeed if there is one success story as far as Wintario is concerned it is the funds that are made available for that specific purpose. The public libraries are invited, among other programs that are available to them, to make application for resources which would in turn make it possible for them to expand their inventory of what we would call multicultural books. Maybe we could become even more particular when we get to that vote, but you would find that many libraries have taken advantage of that and have expanded their inventory—and I think quite rightly so.

I can't generalize. Mr. Roedde may be able to put a little more information on the table for us. But certainly in libraries which I have visited, I have been impressed by their very honest efforts to develop what's called in some places the multicultural section—where books published in languages other than English and French are available to the members of that community. Mr. Roedde, could you expand on that in any way?

**Mr. Roedde:** I think we have made progress, Mr. Chairman and Mr. Minister. Besides the Wintario assistance, I might mention that the national library has a service of providing foreign language books, which is called the multilingual biblio service. It is increasingly being made use of by public libraries in Ontario.

**Mr. Grande:** Thank you very much, Mr. Chairman. I certainly hope, given your commitment to multiculturalism, which is stated over and over again, and the fact that your

commitment goes back to the Sixties, that in this area of library services we do not forget that a good percentage of our population in Ontario—I believe it's about 20 to 25 per cent, and I believe in some areas of Metropolitan Toronto it's closer to 50-60 per cent—those people do make use of the libraries and those people require materials in a way that is tangible to them. I would encourage you to move in that direction.

Thank you, Mr. Chairman.

**Mr. Kerrio:** Mr. Chairman, I think we have, related to vote 2, when we had staff here, as it relates to community information—

**Hon. Mr. Welch:** Yes, we had the OECA section.

**Mr. Kerrio:** I would like to address myself in Experience '77 to asking a question, Mr. Minister, regarding just one breakdown. I'd like to have an idea in the two programs of Experience '77, how much are the administration costs, relative to the budget—percentage or numbers, whichever you prefer. Could I have a bit of an idea?

**Hon. Mr. Welch:** Mr. Finlay will help us with that.

**Mr. Finlay:** Yes, Mr. Chairman. None of the funds allocated under the Experience '77 votes go to any staff administration costs of regular ministry staff. Under the Experience '77 guidelines as put out by the youth secretariat, we're allowed to hire individuals who have recently graduated from university or community college to assist the regular staff members of the ministry in the overall administration of the program.

Last summer we made jobs available to approximately 3,600 students. I think the total number of people we had in an administrative or co-ordinating capacity across the ministry, and with a number of the agencies we fund—it would probably be about 30 people in total.

**Mr. Kerrio:** So you can really just relate to number of persons involved—

**Mr. Finlay:** Yes.

**Mr. Kerrio:** —between the ministry and the actual expenditure on the program proper, those people involved in administrative work. Were any of those kept on? Is there any ongoing staff for, say, the same type of experience in the future?

**Mr. Finlay:** There's no ongoing contract staff. Part of my responsibility in my position with the ministry is to co-ordinate the youth programs. That's part of my job, so I suppose a portion of my time can be attributed to—



**Mr. Kerrio:** Oh, I'm not interested in breaking it down in that manner. It was just a matter of what kind of involvement there was with administration in this particular project.

**Mr. Finlay:** At the same time, in some of the program areas, the regular staff are involved in the pre-planning.

**Mr. Kerrio:** Yes. I think in vote 2905, Mr. Chairman, that's all that I have to ask on the three sections.

**Mr. Grande:** Just very simply one question regarding the Experience '77. You're aware that the other day we were talking about the students that were hired during the summer at Fort William, and the kinds of difficulties, problems, that arose when students were getting different kinds of wages for almost the same kind of work that they were doing? The minister indicated at that time that you're going to be moved in for next year to standardize and to make sure that these kinds of things don't occur again. Okay. I just want to point that out and to make sure that that does happen.

The other concern that I have is in regards to the very high unemployment among young people between at least those particular ages. Economic factors seem to indicate that unemployment in that particular area is going to be increasing more and more and many students now at university are going to be graduating and will not be able to get jobs.

It's a petty little thing to talk about when we talk about unemployment—\$3 million—but are you foreseeing that you're going to be expanding this? I realize that this is for the whole government, not just for Culture and Recreation—

**Hon. Mr. Welch:** No, this is just for us.

**Mr. Grande:** This is for Culture and Recreation? Okay. Are you foreseeing expanding that budget, given the kinds of indications that we have that next year unemployment is going to be that much greater?

**Hon. Mr. Welch:** Mr. Chairman, as the hon. member will understand, we attach a lot of importance to this program. It's been a very successful program and as the member has so correctly pointed out, it engages a large number of young people in fairly exciting and meaningful work. Certainly it all depends what success I'm going to have in my overall budgetary requests, as we're all engaged in making our requests known. The ultimate outcome of that, of course, will appear in our estimates for the next fiscal year.

**Mr. Cooke:** Is that something you're going to try for then? Is that something you're going to be pushing for in cabinet?

**Hon. Mr. Welch:** And you'll understand we also have to deal in this particular regard through the youth secretariat presided over by the policy field minister, to see what share we get of the overall allocation. So I have two ways to go. That is, to assist my policy minister in her representations with respect to the overall budget, and then to do what I can to persuade that secretariat with respect to what this ministry's share of that will be.

**Mr. Grande:** What is the percentage of the students who were employed this summer in terms of their hourly wages? Were they at the minimum wage level?

**Hon. Mr. Welch:** Mr. Finlay, could you answer that?

**Mr. Finlay:** I can answer that with reference to an analysis the Ontario Youth Secretariat did not the Experience program which was across most of the ministries in the government. Their analysis showed that about 80 per cent of the students who were employed under Experience '77 got paid at or around the minimum wage of \$2.65 an hour—between \$2.64 and \$2.85, I think, was the range they were using.

**Mr. Grande:** Some of the complaints I heard from very few people in my riding was that these students were holding down a full-time job at the minimum wage. There certainly was dissatisfaction there. While you're trying to persuade your colleagues that you require more money for this vote for next year, I hope that you also try to persuade them that with the skills and the education students have, they should be paid a little bit more than the minimum wage.

**Hon. Mr. Welch:** Perhaps I could respond in a very objective and academic way if, in fact, the member for Oakwood were in the position of making a decision. That is, if you were the minister and you were voted X millions of dollars to be divided up into a program, would you opt to give as many people as possible an opportunity to share that, even if it were at the minimum wage? Or would you opt to have fewer people share that at something a little higher than the minimum wage? I think that would pose a very serious question.

**Mr. Grande:** It sure does. In other words, you're saying, "let us share the poverty."

**Hon. Mr. Welch:** I'm not saying anything. I'm simply sharing with you the fact that sometimes all these decisions aren't quite as clear-cut as you might think. Indeed, that's

just part of the information you have to feed into the decision-making process.

**Mr. Grande:** I didn't intend to suggest that it's not complicated. All I'm suggesting is that you look around that area and attempt to give these students more than the minimum wage.

**Hon. Mr. Welch:** I understand your point. Therefore, I understand how you would solve the problem.

**Mr. Cooke:** Does the minister understand the problems of university students who are working in that particular wage bracket? I've had a number of them talk to me about it.

**Hon. Mr. Welch:** Yes. The minister is a father of a university student and two other students.

**Mr. Cooke:** I'm not talking about your family. I'm asking if the minister understands the problems of working at minimum wage and—

**Hon. Mr. Welch:** I am responding to the hon. member's question. Yes, I understand. I have had some personal experience with that particular situation. I have a constituency in which there are a large number of students. I understand.

**Mr. Cooke:** All I can say is that there are a great number of students who have talked to me who might benefit from this program but they don't bother applying because the minimum wage just doesn't help them enough. They have to earn more money and although the experience is a very valuable one—no one's saying it isn't—they just can't accept those types of jobs because they wouldn't make enough to pay for their living accommodations and tuition while attending university. It does pose a real problem. I understand the problem the government faces too, but the wages for those programs have not gone up very much over the last few years.

**Hon. Mr. Welch:** I suppose the choice will always exist in our free society. If you're offered a job at minimum wage, you have the alternative not to be employed at all.

**Mr. Kerrio:** Or you can employ less students at more money—

**Hon. Mr. Welch:** Yes.

**Mr. Cooke:** Or you can change your priorities and put a priority on employing young people.

**Hon. Mr. Welch:** Which means putting in more resources. But plugging in more resources in a general way still doesn't avoid the end problem of distributing whatever ultimate sum among X thousands of students looking for a job. I think the hon. member

understands that and I understand the point he made as well.

**Mr. Kerrio:** Mr. Minister, would many of these students not have had employment if it weren't for this program? There would not have been too many alternatives in the summer. I imagine we're going to be faced with that every summer.

**Mr. Grande:** Do you have anything on the community information vote?

**Mr. Kerrio:** No. I have completed my comments on vote 2905.

**Mr. Grande:** Re community information centres—

**Mr. Kerrio:** I thought we covered that vote when we had the member in.

**Hon. Mr. Welch:** No, just the OECA portion of it.

**Mr. Grande:** I understand that it has nothing to do with the province of Ontario. The province of Ontario does provide appropriate funding to the community information centres. There are some problems with that funding in that when the community information centres put in a budget, you require a tremendous amount of information from them. That's fair; you have to feel the amount of money you're spending is justified.

The province is expected to pay part of the budget of these community information centres. A certain amount of money would also be forthcoming from the municipal level of government, and a certain amount from the federal level of government.

What is happening is that the federal government is obviously not coming through with the funds. This goes back seven or eight months, but if I remember correctly, your last cheque reflects the overall total. Am I correct, in terms of how much money they received? Therefore if they did not receive money from the federal government or from the municipal government, you're saying, "Sorry, we're going to be cutting it back in that last cheque."

How close are we to getting some kind of funding formula for the community information centres? In my area at least, they play a very, very important part in getting information to many of the people I represent.

**Hon. Mr. Welch:** We appreciate the importance of the role they play and we appreciate your recognition of that.

Perhaps Lola Bratty who looks after that particular area of responsibility in my ministry might share with you how we go through the process to determine our involvement.



**Ms. Bratty:** In developing the program with the centres, the government heard the very clear message from them that they didn't want the Ontario government to be their total funder. They said they were prepared to make the commitment to raise local money and to attempt to get the federal government on board. Consequently, the cabinet made a policy decision that maximum provincial funding would be one third. This creates a problem; if they don't raise the other two thirds, they have a problem with the one third.

The centres have been very successful in getting municipal funding and that's increasing.

They are working on the federal government in terms of the secretary of state and the provincial association has put a lot of energy into federal funding.

As far as I know, there's no similar commitment to the Ontario program on the part of the federal government.

**Mr. Grande:** All right. The next question is what are you doing to demonstrate to the federal government the need for some of these funds to be coming through. I understand there was legislation introduced at the federal level. I think it was the Social Services Act that was later withdrawn or—

**Hon. Mr. Welch:** The new Social Services Act has been on again off again depending on where the federal people are in their thinking with regard to block funding as opposed to a more detailed type of program-by-program cost-sharing funding in new legislation. If they develop a new Social Services Act, we're satisfied at this stage that this would, in fact, qualify that funding for this type of program. There could be some cost-sharing if that Act becomes law and regulations are developed for this program, along with a number of others which would be encompassed by that federal legislation.

In the meantime, the province is meeting its commitment of one third. We are assuming that they are able to meet the other two thirds through a combination of things, including municipal funding and private funding.

The ideal funding arrangement may even have been covered in Wilson Head's report, the first report that came out at the start of this program. The ideal arrangement always seemed to be one-third, one-third, one-third, with the three levels of government involved in developing a legitimately recognized community information centre.

Along with the municipalities, we have proceeded to develop that. It may be, as the

hon. member has mentioned, that with new federal legislation, the federal government could be persuaded to recognize their responsibility in that regard. However that's not for me to comment on at this stage.

**Mr. Grande:** I wouldn't want you to comment on whatever the feds do. They often don't know what they're doing either.

Anyway, are you thinking in terms of giving your one-third commitment in installments, as you do, without that last string attached? Are you going in that direction?

**Ms. Bratty:** Mr. Chairman, Mr. Minister, the giving of grants has been revamped this year. Where a centre has demonstrated a previous history of meeting its budget estimation, we've given 100 per cent of the money in advance at the beginning of the year. At the time that Mr. Welch announced the grant to them, they've received a cheque for 100 per cent.

There are still a few centres that have, I think, unrealistic expectations of their capacity to raise funds and those are the few centres that are now receiving their money in arrears.

**Hon. Mr. Welch:** Generally speaking, they have their one-third, with these exceptions to which reference was made. It depends finally, on their satisfying us that they can come up with a realistic budget.

**Mr. Grande:** It's good to hear that. However, one of my concerns is that one-third raised by private sources. I'm sure you realize that the very localities which require information centres are the ones that have the least ability to raise funds.

**Hon. Mr. Welch:** Yes, I understand that.

**Mr. Grande:** Therefore even though the privately-raised third might be okay as a general principle, you should take a look at the areas we're talking about and be somewhat flexible. Thank you very much, Mr. Chairman.

Vote 2905 agreed to.

On vote 2906, sports and fitness program; items 1 to 3, program administration, physical fitness, leadership training:

**Mr. Kerrio:** Mr. Minister, on Wednesday April 27 you announced a new fitness policy for Ontario. Insofar as it's nearly universally accepted that we're somewhat behind many jurisdictions in this particular field, I hope that you're closing the gap, somewhat, in this new addressing yourself to a program. As the issue relates to foreign countries, a 55-year old man in Sweden can be compared to a 25-year-old in Ontario.



**Hon. Mr. Welch:** Drop down here next Wednesday to see what condition the cabinet's in.

**Mr. Kerrio:** At the outset, might you share with us some of the program involvement as far as it's being implemented? To what degree is it being accepted and what kind of co-operation are we getting at the very base levels of recreation administration people throughout the province? Do you feel that progress is being made? While the comment initially was made somewhat in jest, I wonder if you really would share with us your feelings on fitness in general, as you see it, and where we're headed.

**Hon. Mr. Welch:** Mr. Chairman, the hon. member raises a number of questions and I'm very happy to respond to them. I have Mr. Secord, the executive director of the Sports and Fitness Division, and Mr. Gordon Smith, who has particular responsibilities in the area of fitness. Since the fitness program which was announced in the Speech from the Throne is a new program, I welcome the opportunity to share with the members of the committee some of our progress in this area. So maybe we could start with the fitness program and invite Mr. Smith to share with us the enthusiasm which he has with respect to this program and some of the special initiatives we're taking here, and then Mr. Secord could share something with respect to organized sports.

**Mr. Kerrio:** Yes, maybe I should have asked for that type of involvement initially, but I'll pose one more question and I won't have to ask it again. This question certainly was initiated by a very worthwhile athlete who, in fact, was honoured in one of our sports presentation nights in the person of Abby Hoffman. She relates her concern about women's involvement and of late, of course, that has hit the press, fairly and unfairly in many areas. I'd just like to include that question in the original so that you might relate your comments to that aspect of it.

**Hon. Mr. Welch:** Mr. Chairman, let the minister say that he identifies himself very much with what Abby Hoffman says and stands for. Indeed she has been very instrumental, both in the written word and the spoken word, on that particular subject of attempting to share with the population at large the role of women in organized sports and throughout this whole program. Abby is a member of our staff and does a great job in that regard. Certainly, I'm sure, she must be pleased with the type of reception that she's getting from some quarters with respect to this work. So I would think, too, the hon.

member would know that the Human Rights Commission has addressed itself to a couple of issues along these lines and the results of that, of course, are no doubt being studied by the sports governing bodies.

As the hon. member knows, and as Mr. Secord will explain when he talks in terms of organized sports, the government doesn't run organized sport. As you know, it's done by the sports governing bodies to which we lend support. It's hoped that the sports governing bodies, in view of the two decisions of the Human Rights Commission that I'm familiar with now, and indeed the leadership role which the Abby Hoffmans of the world are playing, are giving some consideration to this whole question of integration in participation.

Maybe it would be in order, Mr. Chairman, to ask Mr. Smith to talk in general terms about our fitness initiatives and ask Mr. Secord to talk in general terms about organized sport and leadership training.

**Mr. G. E. Smith:** Thank you Mr. Chairman. The subject of physical fitness has recently been very topical in a variety of publications across Canada and in this province. We feel rather fortunate that we, as a province, have been given the opportunity, in front of a number of other provinces, to undertake this significant initiative. If I can bring you up-to-date quickly as to your question of progress, the staff acquisitions were completed as late as the beginning of October, so we are still quite new in the field of designing and implementing the programs. But, let's spend what time we have in this program to more adequately explain our intentions in the individual programs as you have seen them described before you.

The personal fitness and assessment program is to have seven mobile units staffed by five persons each. It will travel throughout the province beginning in February of this next year.

**Mr. Grande:** I'm sorry, Mr. Smith, but isn't this the material the minister provided for us, "sometimes in February"? I believe, if I may, that what I would require here would be information on the commitments the minister has made that in the fall of 1977 certain things would be done. I would be more concerned to see whether those things have, in fact, taken place, as opposed to getting a description of the program, because we have that.

**Hon. Mr. Welch:** I think Mr. Smith could share that information with respect to some of the specifics as to whether we are on

schedule with respect to those things. That would be in order, Mr. Chairman?

**Mr. Chairman:** Yes.

**Mr. Grande:** Thank you.

**Mr. G. E. Smith:** In regard to the same program, we are presently in negotiation with a variety of community agencies that have offered to co-operate in the implementation of that program. If you want to know specifically which agencies, they would be the London YMCA in the western half of our province, Confederation College in Thunder Bay, the Ottawa YMCA in Ottawa and others, if that's necessary.

**Mr. Kerrio:** Would that program be expanded in other YMCA facilities in local towns and villages and cities throughout the province?

**Hon. Mr. Welch:** I think, as Mr. Smith would go on to point out to you, certainly when we get into the employee fitness program—and we have some interesting arrangements already in place there—the ministry itself, through its grants program and through Wintario, is ready to deal with any employer anywhere in Ontario to develop this type of plan. In fact, there are some examples already in place down our way, and when I say down our way, I mean down in the peninsula.

**Mr. Kerrio:** Would that be left somewhat to their initiative?

**Hon. Mr. Welch:** The initiative would be taken—yes, yes.

I think, too, as Mr. Smith would point out to you, what we're in the process of doing now, which seems to be in keeping with the spirit of the member for Oakwood's question, is making this known, making people aware of the program potential and what the ministry itself has to offer in this regard.

**Mr. Kerrio:** I just happen to think this kind of a program is one of the most important functions of the ministry, and I'm very anxious to see it enlarged upon to cover the province.

**Mr. Grande:** Perhaps you can answer the member's question in generalities and then I'll ask the specifics rather than confusing the situation.

**Mr. G. E. Smith:** In terms of the employee fitness program, we have met with and have had enquiries from some 50 employers to this point in time, 20 of whom have initiated employee fitness programs. I think it's a modest beginning, but at the same time it points out the viability of that program direction.

**Mr. Kerrio:** Is the minister involved with his group? Are they taking this fitness program?

**Mr. G. E. Smith:** I'm delighted that you've raised this point.

**Mr. Kerrio:** You looked a little quicker than the last time.

**Mr. G. E. Smith:** Next Wednesday, December 14, right here in this building, a number of members of the Legislature will undergo a fitness test. We have been assured by our minister that he will undertake a significant program of activity that will raise even higher his own fitness level.

**Hon. Mr. Welch:** I have been training for the test for some time.

**Mr. Grande:** I would think that he's fit.

**Mr. G. E. Smith:** He is indeed.

**Hon. Mr. Welch:** Drop in.

**Mr. G. E. Smith:** If I can continue to report on one of the other items that was mentioned, an individual fitness guide designed for those people who don't particularly want to join in class programs has been written and is presently being printed and will be available shortly for distribution.

**Mr. Kerrio:** How valid was the program that the Armed Forces had developed? Is that something that has given you input into this program you're developing? If you recall, there was quite an involvement in the Armed Forces.

**Mr. G. E. Smith:** Some several years ago, the program known as the 10BX program? It essentially was as well an individual calisthenics program. It was in its day a very successful program.

**Mr. Kerrio:** It was internationally acclaimed on the amount of effort and expertise that went into it. I just wondered if you'd availed yourselves of some of that information?

**Mr. G. E. Smith:** Yes we have.

Another program we're presently in the design phase of is the Provincial Fitness Awards Program. It will be implemented in the new year. It's designed initially to reach some 200,000 Ontario citizens in the hope that some 50,000 will take part in the program. It makes awards available for participation in some 70 chosen activities.

You mentioned the minister's speech of April 27, in Waterloo. On that occasion we indicated our support of the Waterloo Participation project which was designed to be a model for other communities.

**Mr. Grande:** April 27. These dates just come at me. Incredible. I'm sorry.

**Hon. Mr. Welch:** Don't apologize.



**Mr. Grande:** I do, because I interrupted him.

**Mr. Kerrio:** Are you attempting to suggest a kind of ulterior motive? I would never accuse the minister of anything like that.

**Mr. Grande:** Never.

**Mr. G. E. Smith:** The project is going along very well. They have 30 volunteers sitting on their board of directors. In the new year you will see, particularly in the Kitchener-Waterloo area, a very large motivational campaign using local newspapers and the TV station to promote local fitness initiatives. If you want to ask some specific questions about the program I'd be happy to answer.

**Mr. Kerrio:** I see we have a substantial increase and that probably wouldn't relate to the question you've answered. I might ask that a little later on. As it relates to your fitness program, I wonder if you could give me an idea of numbers? Have you got any idea what kind of participation we can expect and what information you have now?

I'll ask you another question with it because I think they're related. You've explained some of the involvement in the various communities. Are any other government agencies involved, in addition to some of the suggestions you've made about YMCA's? How about the commissions in the various municipalities. To what degree are they involved?

**Mr. G. E. Smith:** Very heavily involved.

The responses we have had to date from almost all kinds of agencies have indicated a positive response to the work we're trying to do. They have offered to assist us in implementing the assessment program. Our only regret is that we have only seven mobile units, because the demand in terms of their response would indicate that they're interested in seeing more of that kind of programming.

Your first question, in terms of numbers of people involved, that assessment and consultation program is designed to reach in its first phase of operation 100,000 adults. That, coupled with some co-ordination with other agencies dealing with the testing of school age children would increase that number.

The instructor training program is designed to deal with some 10,000 volunteer instructors who are presently involved in teaching classes in the province now.

The minister and myself have indicated that the employee fitness program is an open ended program and we're prepared to react to whatever demand is forthcoming. The fitness guide distribution is 200,000 copies on its first printing. The fitness awards pro-

gram attempts to deal with some 200,000 additional people. I hope that's given you some idea of the —

**Mr. Kerrio:** That's what I wanted—relative to what we're talking about—thank you.

**Mr. Grande:** Thank you, Mr. Chairman. I know Mr. Smith talked in terms of numbers of people projected to be involved in these programs, in these different areas he's talking about. For instance, the seven vans going across the province, are they in place?

**Mr. G. E. Smith:** No, sir. They are presently being purchased.

**Mr. Grande:** I see.

Could I ask you—rather than going one by one—there are certain commitments here the minister made back on April 27. I couldn't help but make a comment on that—

**Hon. Mr. Welch:** We are running a bit behind on the proposed timetable that was indicated last April. There are some explanations for that, the main one being that it took us longer than we had anticipated to put our new staff in place. There was extensive advertising—and a tremendous response to the advertising campaign—looking for the right people to help with this program, and some other related matters which have, indeed, put us a bit behind.

Let me say that although we regret that and I wish we were further along, certainly all indications are now that, with staff in place and with a great deal of this negotiation already under way, we will have in place in the province a fitness program that, as far as provincial involvement is concerned, we can be very pleased about and very proud of.

**Mr. Grande:** As a matter of fact, in this particular vote I was coming to the estimates praising you and double praising you, because I think that as far as physical fitness is concerned it's one of the most essential things that we require. In my leadoff speech I did compliment you on having at least that policy, as opposed to having any other kind of comprehensive policies in terms of culture and recreation. My task here was to find out whether these things that you say will be in place will be in place.

**Hon. Mr. Welch:** Yes.

**Mr. Grande:** Obviously, you're moving along. You talk in terms of getting the staff; is it because you didn't advertise until August of this year for staff that you're having this difficulty? If you had advertised some time in March or April would you have had these people in place by now and the thing moving?

**Hon. Mr. Welch:** We had some difficulty with respect to the timetable for that and



August was the earliest month in which we could start our recruitment program. Certainly, we have excellent staff in place now.

I want the hon. member to know I agree with him, Mr. Chairman. No one would be happier than the minister and no one would be happier than Mr. Smith if, in fact, we were a few months further along with it all in place. It just wasn't accomplishable. Perhaps I was overly enthusiastic in April thinking it could be done that quickly, but I don't mind having that type of a fault.

**Mr. Grande:** It runs in your personality.

**Hon. Mr. Welch:** It runs in my family, yes.

**Mr. Grande:** It's good to be optimistic. We've got to have a good, optimistic outlook, but then the optimism is usually tempered with reality and reality states that at this particular point you're really not moving in the direction which you indicated on April 27 you would be moving. You're not in the place you should be.

**Hon. Mr. Welch:** If I flop my test next Wednesday this program may be stepped up even faster.

**Mr. Grande:** I hope you fail, then, so that you'll step it up a little faster. Thank you, Mr. Chairman.

**Hon. Mr. Welch:** Mr. Chairman, Mr. Secord was going to make some general comments with respect to organized sports and leadership in response to what the member for Niagara Falls had mentioned.

**Mr. Secord:** Mr. Chairman, the people responsible for organized sport in Ontario are the provincial sports governing bodies, such as the Ontario Amateur Basketball Association, the Ontario Badminton Association, the Ontario Track and Field Association.

The responsibilities of the ministry in this regard are to provide assistance to them by a bank of consultants that assist them with their organizational development and with the development of the athletes, with the underlying principle that the service should be directed towards assisting more people to play for fun and enjoyment and to raise the performance level in the various sports by both consultative and financial support.

You will note in the estimates book that in addition to the grants to sports governing bodies and the provision for consulting with them, we operate very few programs directly—the Ontario Sports Achievement Award program, the Travelcade program and the Coaching Development Program which Ontario started in 1974 and is now a national program. We operate that directly because the Coaching Association of Canada is not yet in place to operate it. The intent of that

is to provide the opportunity for highly qualified personnel to act as sports coaches and officials with the young people of the province.

**Mr. Kerrio:** I'd like to ask a question in regard to this kind of leadership that might be somewhat difficult to answer. In regard to the direction that sports is taking, say at the high school level, would we address ourselves to possibly more involvement in the type of activity that people would participate in after they graduate from school?

In other words, would we put more emphasis on sports like tennis and curling, the recreational type sports that more people might be involved in rather than where a great deal of money is spent in organized team play? Is there some reassessment of an involvement there to see if educationalists and those types of people would address themselves to more involvement in that type of training coupled with physical fitness in an ongoing program like that?

**Mr. Secord:** I think the member will recognize that in the past academic programs have largely been concentrated on hockey, basketball and football for a number of reasons. One of them is economic. It's been shown, for example, that a soccer team can be outfitted for the same amount of money as one football player.

**Mr. Kerrio:** Right.

**Mr. Secord:** Consequently, there is an interest in increasing participation at the school level and in order to do that there has to be a greater degree of diversification of sport. Badminton, curling and golf and the things we call carry-over activity which one can enjoy as one becomes an adult for one's own recreational self-fulfilment, they are becoming increasingly popular in the schools, more in some areas than others. There has been a trend away from highly concentrated, high-cost sports to diversification into the lower-cost and more applicable sports that have certain carry-over values.

**Mr. Kerrio:** It has seemed that the very costly sports do really only address themselves to a minimal people and that in most cases they're not carry-over sports. A very small percentage of those people who participate actually make their living at those sports you've mentioned, hockey, basketball and those types of sports.

I was somewhat concerned. There seems to be a trend in the educational system that we should address ourselves to more activity that would continue after graduation.

**Mr. Grande:** Mr. Chairman, there are a couple of things I want to mention. I suppose

it goes back to my commitment to multiculturalism and the minister's commitment to multiculturalism, which I would like to see pervade throughout.

Recently, some people in my area have come to me stating that the different cultural groups that have come here in the last 10 years, or five years, or whatever, have different types of sports that they either want to play for recreation or in an organized manner. What is happening is that the facilities the schools have—namely, a gym—the schools are very reluctant to turn over to those particular groups of kids within a neighborhood. In particular, with regard to soccer, the schools are concerned that the gym would be destroyed or something might happen to it.

My concern is that there are a lot of people in my area, a lot of young kids, who just do not have other facilities around during the winter to play that sport which is a cultural part of themselves, and we have facilities in the schools that are remaining vacant.

I wonder if you have done anything on that or, if you are aware of anything of that nature, whether you're working with the educational system to unlock these facilities for these kids. I don't deny that to fix a gym up would cost a tremendous amount of money, but in the long run the fact that those kids do not have those facilities readily available will cost more in terms of social costs. I'd like your thoughts on that and I want to know if you're doing anything in that regard.

**Mr. Secord:** I guess there's a two-part answer to that question. Insofar as the schools are concerned, they are the responsibility of the boards of education. Those policies differ from continuing open access to almost being closed. I know the staff of the field services branch is active in working with school board officials in attempting to get more of the schools open.

On the other hand, every municipality in the province—and certainly in the area to which you're referring—has a number of publicly owned community centres that are operated by the parks and recreation departments of the city. They tend to be more open than schools because they are owned by the public and obviously the public has to have access to them.

**Hon. Mr. Welch:** I would think, too, if I might just respond, Mr. Chairman, the hon. member will perhaps know and perhaps even have a copy of a report of the select committee of this Legislature on the utilization of educational facilities. Certainly, a very prominent theme running through the recommendations of that report is the very point the hon. member makes, that, in fact,

educational facilities are public facilities. There's a great public investment, financially, in these facilities. They should be made available to the public. School boards should be encouraged to open up their facilities under, obviously, some terms and conditions.

I think it would be fair to say that, notwithstanding that this is a local educational authority matter, Mr. Secord and members of his branch and the field services branch and their predecessors have over the years worked very closely with educational authorities and recreational authorities to have these facilities opened up.

Certainly, as far as I'm concerned, both this ministry and when I have response from Education would agree with you that we should always see these as public facilities and that the public should, in fact, have access to them.

As I say, that was the theme of the recommendations of the select committee of the Legislature, chaired I think by the then member for Oshawa, Mr. McIlveen. They referred not just to those facilities in the education system known as primary and secondary schools but the community colleges and indeed the universities.

**Mr. Grande:** One further point, it's not that some of the school facilities are not being used, what I was saying is that—

**Hon. Mr. Welch:** The attitude of the board?

**Mr. Grande:** —for certain particular sports which are visibly outside sports and there aren't any winter facilities, the gym is an ideal place to play soccer.

**Mr. Kerrio:** If they have a proper floor.

**Mr. Grande:** Sure. It appears to me there is a prejudgement there, "We're not going to let you use the gym for this particular activity because we feel you're going to destroy it." It's a prejudgement and I think that kind of thing is ultimately destructive to community spirit.

**Hon. Mr. Welch:** I understand. I would agree that there would have to be some negotiations with respect to the type of facility, the adequacy of the facility to support the type of program you're talking about. Indeed, in this area we have coaching clinics and other matters which I'm sure are being done either in school facilities or in other community facilities to which Mr. Secord has already made reference.

**Mr. Grande:** I have nothing further since the hon. member, the critic for the Liberal Party, mentioned the about-face towards a more positive image of women in sports. I



guess he did not mention the study done by Dr. Theobald which shows inequalities in recreation. I certainly hope that these inequalities are going to be equalized.

**Mr. Van Horne:** On this vote 2906, I would like to speak for a moment on leadership training. Would it be appropriate to do that now, Mr. Minister?

**Hon. Mr. Welch:** Yes.

**Mr. Van Horne:** Thank you. I'll start off with an obvious comment that there is need for co-operation between your ministry and Education officials when it comes to selecting young people for your leadership camps. Could you review very briefly the time line for selecting candidates for the leadership camps?

**Hon. Mr. Welch:** The hon. member wants some information about the procedures leading up to the selection of young people for Bark Lake.

**Mr. Secord:** That are representative of the schools?

**Mr. Van Horne:** Yes.

**Mr. Secord:** The minister regularly sends a letter to all of the schools in the province inviting them to appoint one boy and one girl to the camp. The list is then selected on the basis of applications that are submitted by the principals of the various schools.

**Mr. Van Horne:** I asked about the time line because I'm concerned that the letter that comes from your ministry out through to the education officials is a little bit late in the year for those youngsters who may well be selected within the school but at the same time have a job to try to hang on to for the summer. They may have to adjust their plans because they find out that they have or have not been accepted, or as happened in a very personal case, they may put on a waiting list after having made a change in job plans. A member of my own family ran into that problem this past year.

**Mr. Secord:** Could I ask you a question for clarification? Are you speaking of the applicants for the camp at Bark Lake or the applicants for the Ontario Athletic Leadership Centre.

**Mr. Van Horne:** To Bark Lake camp, in this specific instance.

**Mrs. Vellinga:** It's usually two months' notice for that.

**Mr. Van Horne:** The job situation for young people today is very, very tight and most of the young kids who have anything on the ball at all are out looking in January and

February. In fact, they have their jobs fairly well lined up by the mid-winter break.

In our community one of the major employers for young people is the Public Utilities Commission, hiring people under the parks-playground programs. Their job application routine is usually wound up before the middle of March. When the processing of the application form from your end of it comes along at about that time or a little later, it's sometimes pretty awkward for these kids to make a decision.

**Hon. Mr. Welch:** The hon. member makes the point that we should be indicating earlier who is going to be successful in order to allow those who are unsuccessful to—

**Mr. Van Horne:** To plan accordingly, yes. I would suggest a two-month step-up in your timing.

**Hon. Mr. Welch:** Fine. I don't know whether our staff sees any problem with that, but it makes sense.

**Mrs. Vellinga:** No problem with that, no.

**Mr. Van Horne:** I appreciate that. Thank you, Mr. Chairman.

**Mr. Grande:** If I may correct something that I just finished saying. I said, "inequalities equalized". I certainly don't mean that. I don't want inequalities equalized.

**Hon. Mr. Welch:** Eliminated.

**Mr. Grande:** I mean that inequalities will be eliminated.

**Hon. Mr. Welch:** Let the record show "equalized" should read "eliminated". Not the minister—just inequality.

**Mr. Grande:** I didn't want you to misunderstand.

**Hon. Mr. Welch:** I get the point.

Items, 1 to 3, inclusive agreed to.

On item 4; organized sports:

**Mr. Kerrio:** I have one question there that the minister may help me with. In item 4, on organized sports, in the Athletic Control Act, I wonder if you could give me a bit of an idea whether there has been some upgrading on it. It seems like one of those Acts that's been of such long standing that it doesn't address itself typically to boxers in the 19-year-old-class. Could the commissioners be asked to give us an assurance that there might be some updating of this Act?

**Hon. Mr. Welch:** Ontario's acting athletic commissioner is a chap by the name of Ray Wittenberg, who is now approaching the microphone. He is charged with responsibilities under that particular Act. Obviously, he



is discharging those responsibilities because the Act requires certain things to be done.

Here is Mr. Wittenberg, if you want to ask any specific questions about the Act.

**Mr. Kerrio:** I would then ask specifically about the Act that regulates 19-year-olds in boxing bouts, even though the same 19-year-olds can vote, drive, drink and do many things where there has been a reassessment of the age of majority.

Also, where the Act stipulates taxing professional boxing and wrestling contests, has this, in fact, been in place? It seems that some 491 licences issued through that commission, would develop revenue. There may not be any records there, but I would like to have an idea if those particular aspects of the Act are in place, and if there has been a reassessment of them in recent times.

**Mr. Wittenberg:** In response to the first part of the question, we are now in the process of revising the Act and attempting to update it in consultation with the people involved in boxing, as well as within the ministry. We recognize that it has been in force for a number of years and some parts of it are not relevant now, so you can appreciate the fact that we have just inherited that particular responsibility and therefore hope to have some recommendations to the minister.

**Mr. Kerrio:** Is there any relevance in the kind of moneys that would be collected through the licensing arrangement with this type of sport, or is that also in the reassessment that's going on?

**Mr. Wittenberg:** That's part of the regulation.

**Hon. Mr. Welch:** Under the old system there used to be some allowance—don't hold me to the dollars. But the Ontario Athletic Commissioner, as an additional responsibility, used to be the official responsible for sending out certain equipment throughout the province and a former Minister of Labour—because this used to be with the Ministry of Labour—saw a relationship between the fees collected in that activity and this equipment. That's since been offset by the Wintario program so there really is no relationship there, although that used to be and still is a very popular approach.

**Mr. Kerrio:** Well, of course, my main concern is the Act. It seems to be badly outdated and there should have been a report.

**Hon. Mr. Welch:** I am awaiting some recommendations from staff on that.

**Mr. Mackenzie:** In a couple of cases in small boxing clubs in East Hamilton, we have had some fairly extensive costs for the

boxing ring itself. Is that eligible under your program for assistance, or one third assistance, under your organized sports program?

**Hon. Mr. Welch:** Certainly you could make an application under the equipment category of Wintario and sports. Our staff would be quite pleased to meet with you and go over that.

**Mr. Mackenzie:** Usually it's at least \$3,000 or \$4,000 for a decent ring. You're dealing there with the most expensive part of the operation.

**Hon. Mr. Welch:** It would seem that's the type of equipment acquisition that would, subject to all criteria, qualify for consideration under the Wintario program.

**Mr. MacKenzie:** What can you ask for there? Is it a third of the cost?

**Hon. Mr. Welch:** Fifty per cent, if it qualifies.

Item 4 agreed to.

Vote 2906 agreed to.

On vote 2907, ministry capital support program:

**Mr. Kerrio:** Mr. Chairman in this particular vote, as it relates to funding for community-based cultural and recreational capital projects, in the program in 1976/1977, \$11,500,000 was spent. Mr. Minister, if you have the records for those community-based cultural and recreational centres, could I get an idea of how that breaks down in, for example, northern communities, Indian band cultural centres, boards of education and the unorganized areas in Ontario—approved corporations in the unorganized areas.

**Hon. Mr. Welch:** Just as a matter of explanation, there are three components in the capital support. We've got the Community Recreation Centres Act; we have the Cultural Capital Program; and then we have some money in this vote for some debentures with respect to the Royal Ontario Museum and the Ontario Art Gallery.

Although we have a lot of information about all these programs, we haven't got it broken down in a way to answer the hon. member's question. If it's an order, I'll be glad to take it as notice and provide that information.

**Mr. Kerrio:** What I was looking for was the relativity. I am not really interested in numbers.

**Hon. Mr. Welch:** Perhaps Mr. Belfry, who has some specific responsibilities in the area of the Community Recreation Centres Act, might give you a general response to the question.

**Mr. Belfry:** The estimated expenditures in territory without municipal organization, which would include Indian bands, school boards and approved corporations, amount to something in the area of 10 per cent of the total. That is in the range of \$1.2 million.

On the other part of your question regarding cultural centres, the response has not been strong on the cultural centre facility and to date, including the current fiscal year, we are dealing with approximately seven since the legislation was enacted.

**Mr. Kerrio:** My next question might relate more to legislation. The concern that I have is actually a change in another ministry, but you can see how it relates to your ministry. It was decided that last year they would disallow money spent on housing and recreation buildings as a tax deduction for mining companies under the Ontario Mining Tax Act. Mining towns have traditionally relied on companies to provide services such as curling clubs and skating facilities; some of the real talent out of the north was developed in such facilities.

These communities certainly are going to be hard pressed on the kind of notice that has been given and I wonder to what degree we can participate. Shouldn't there be some reassessment of the Tax Act in order to keep those things in place until we can put in the alternatives? I would be directed by what you might say.

**Hon. Mr. Welch:** Mr. Belfry, could you share with us some of the problems divulged here?

**Mr. Belfry:** One of the phenomena we are experiencing is in part related to the Ministry of Labour examination of arenas. In many cases in northern communities where the facilities were owned by mining companies and/or pulp and paper companies, the arenas were found to be structurally defective. Given this new legislation, these companies felt that it was inappropriate for them to bring the facilities up to the standards of the Building Code Act. Consequently, they are being turned over in vast numbers to the local municipalities.

We are recognizing the value of those contributions to the municipalities in the calculation of Wintario grants for the rehabilitation of these buildings. In fact, they're coming back on stream, in most cases, in better condition, with the support of the ministry, through both the Community Recreation Centres Act and the Wintario program.

**Mr. Kerrio:** There has been—

**Hon. Mr. Welch:** Obviously, a practical solution—

**Mr. Kerrio:** A practical solution, yes.

You've answered some of the questions I was prepared to pose under this vote. Mr. Minister, I have one concern re the community recreation centres as it applies to Indian bands. In very remote areas in which I've been personally involved, even the advantage of funding doesn't seem to be adequate.

I've talked to the minister—and the staff was most co-operative—in such remote places as Moosonee and Moose Factory. While they consider a substantial amount of labour as part of the funding—it will relate to Wintario, but comes under this vote as well—I'm concerned we're headed in a direction where the haves will have more and the have nots will have less. Even with the additional funding available, there are remote communities that can't develop a facility.

I hope there might be reconsideration of those remote communities, particularly as they relate to the Indian Bands in areas having difficulty raising matching funds.

**Hon. Mr. Welch:** There is no statutory maximum applied insofar as Indian Band councils are concerned. Within the statutory right, the minister has some discretion under the legislation, particularly as it relates to Indian bands. Keeping in mind from the standpoint of the record, there is some responsibility where organized bands are concerned, by the federal government as well.

The hon. member raises a question which, when we get into Wintario, is worth exploring, when one considers the matching principle of Wintario. Either Mr. Noon or Mr. Belfry could give you examples how we have interpreted the matching formula fairly generously, particularly as it relates not only to Indian Bands, but in small northern communities which do not have the potential of large scale money raising campaigns to meet their share from the private sector.

**Mr. Belfry:** Mr. Chairman, if I may offer two examples.

As a policy of administration of section nine of the Community Recreation Centres Act, which is the permissive clause to pay grants to recipients in unorganized territories, including Indian bands. The policy is, that our field staff is in a position to negotiate with the applicant—depending on the community's own resources—grant amounts up to 50 per cent of the capital cost of a viable project. Above 50 per cent, the regional representative of the ministry presents a case, which is reviewed by the minister and either approved or amended, as is appropriate.

During 1976-77, Payse Plait Indian Band received the minister's approval for a community hall construction. The amount of the



grant was calculated at 97.8 per cent of the total value. The community did its level best to raise a certain amount of money and that was all it could come up with.

In Searchmont, Algoma district, where we assisted in the traditional amount of 50 per cent, an approved corporation, their water supply was subsequently condemned.

They had invested all they had in the building of the hall and found they couldn't operate it without a water supply. The minister then approved a 100 per cent grant to develop an adequate water supply.

Those are the kinds of projects being done.

**Mr. Kerrio:** Specifically, I had in mind Moosonee—a very remote area that can only be reached by plane or train.

**Mr. G. E. Smith:** More remote than most.

**Mr. Belfry:** I was there two weeks ago.

**Mr. Kerrio:** —and has an exceptionally long winter. As we consider recreational centres as such, I'd be very concerned those areas would get the kind of consideration it needed.

I overheard you say you were there. I hope that might have some meaning.

**Mr. Belfry:** Mr. Chairman, if I may, the problems in Moosonee are not totally isolated to facilities, as you'll appreciate. Our field staff along with field representatives of other ministries are trying to pave the way for a viable operation in Moosonee, helpful to the community.

There have been several publicly owned buildings destroyed by fire recently under somewhat suspicious circumstances. These are vacant facilities not being used, so maybe there's a problem of organization rather than construction.

**Mr. Kerrio:** It's an area that's going to need special investigation simply because there's been such a transition. There was an air base there that was moved; there were houses that were turned over to some citizens—it's a difficult area.

I had hoped you might become personally involved to sort the problem out. Thank you very much.

**Ms. Bryden:** I have one question. The estimates show \$19.4 million for the Community Recreation Centres Act, I understand in the Metropolitan Toronto area the allocation for community recreation centres is committed fully until 1979, I believe. This means if a recreation centre gets a Wintario grant and is able to raise the matching two thirds for that grant, they still have a hole in their funding because they can't get their Community Recreation Centres grant which may have been committed, but isn't available. They either

have to borrow that money if they want to start, or wait until 1979 before they can start construction.

Is this situation existing only in Metropolitan Toronto—I am correct that it does exist? I think it was Mr. Forest, the Parks and Recreation director who mentioned it to me. Is it widespread in other parts of the province, or is the whole \$19.4 million committed to 1979?

**Hon. Mr. Welch:** It applies to the whole province. Mr. Belfry—correct me if I'm wrong—I think the latter part is, that it's all committed?

**Mr. Belfry:** There is no geographic distribution of this appropriation. It is strictly on a first come first served basis.

The current year's appropriation is totally committed and the same commitment level for 1978-79 has been reached. This is somewhat less than may be appropriated, but it is what is given by Management Board as the safe commitment level. It's given as 75 per cent of the current year.

**Ms. Bryden:** It really means, Mr. Minister, that we're voting money that's already been committed. There will be no new recreation centres approved this year unless it's for 1980?

**Hon. Mr. Welch:** What the implications of that are, are another matter. From the standpoint of the anticipated amounts that may come under the statutory grant, they are as Mr. Belfry has explained them. Whether or not a municipality decides to wait until the opportunity for additional equipment comes, or whether it proceeds under the Wintario program and attempt to offset that in some other way—that option is open as well—from the standpoint of the sharing procedures as far as the Wintario program is concerned. This is a very popular program and some of the extra pressure that's been placed on it—and one can see the amounts here—was because of the arena roof repair program that necessitated giving that program some priority as opposed to some of the newer projects that were being anticipated. In other words, the government attached priority to the repair or replacement program necessitated through the safety regulations of the Ministry of Labour.

**Ms. Bryden:** It does show a real need if there's that much commitment that far ahead.

**Hon. Mr. Welch:** That's right, I would agree.

**Mr. Van Horne:** Mr. Minister, when a community or group within a community seeks this capital support grant, is it pre-



cluded because it has started the project before the application comes in? I ask that just for information.

**Hon. Mr. Welch:** I think Mr. Belfry could help me with this, but before we do, are you talking about an application under the Community Recreation Centres Act and the fact that the project is already started prior to the application?

**Mr. Belfry:** The general policy, as outlined in the minister's letter of some months ago, is that the program is to be preapplied and that the municipality that commences construction prior to application should not automatically anticipate payment of a grant. It is not automatically precluded. However, it would stand in the waiting line behind those who had applied prior to commencement.

**Mr. Van Horne:** You said specifically a community and I am wondering about a group within a community that might be trying to set up—

**Hon. Mr. Welch:** They're not eligible under this Act. Applications under this Act must be made by the municipality.

**Mr. Van Horne:** Unless they go through the municipality, they are not eligible?

**Hon. Mr. Welch:** That's right, though I think it's fair to say that we have tried to apply some standard procedures with respect to our capital grants, but there is within this vote the cultural capital and there are groups outside municipalities which should apply for help there. We would hope that the same practice would be followed there, that they would apply to us before they either started the new construction or even the renovations.

**Mr. Van Horne:** The same would apply to either the municipality or the group? That is what they wanted to know. Thank you.

Vote 2907 agreed to.

On vote 2908. Wintario program; item 1, grants administration:

**Hon. Mr. Welch:** I thought at this point we should at least play the Wintario commercial: "We all win."

**Mr. Kerrio:** I sang that in the House the other day. Mr. Minister, I would suggest to you at the outset that from day one I have attempted in some fashion to change the criteria of Wintario. In fact, as late as April 29, 1977, I proposed a resolution, and that date coincided with the Premier pulling the rug out from under all of us and,

of course, it died on the order paper, but I would like to enter it on the record here.

As far as Wintario was concerned, I really didn't use it singly in this resolution. I was considering that all lotteries should be treated in the same fashion. There seems to be a proliferation of lotteries all through the country and I wanted to address myself to, I thought, a more responsible way with my resolution and the resolution reads as follows:

"That in the opinion of this House: 1. all revenue from the Wintario and Provincial lotteries should be deposited in a consolidated revenue fund; 2. the greater portion of such revenue should be directed to provincial medical research and health environmental programs; 3. the balance of the revenue should be directed to non-profit organizations for fitness, recreational, arts and multicultural activities; 4. the revenue from the lotteries should be distributed according to criteria established by the Legislative Assembly and should be reviewed on a yearly basis."

That would allow us, in the terms of the climate of any given year, to readjust the priorities as they would relate to the percentages that we would apply all lottery funds. Mr. Minister, I still feel that way about this particular aspect of fund raising. I feel that dollars raised through any kind of lottery have to have more significance than a feeling that because they fluctuate we do not have the kind of responsibility with these moneys that we should address ourselves to.

There was a great deal of concern in the initial stages that we really didn't have any criteria, the main criterion being, "Try us." Recently, it seems that there was going to be some addressing to this problem. New criteria came out; I don't have the date, but it seems that in the initial printing there was some problem with the difference in grants and the first printing was in error. It seems that it had to be reprinted and we were out something like \$6,000 in that particular new direction.

I wonder, Mr. Minister, before we go too much further along, is the criteria pretty well established? Are there booklets available to us? What is the status of that particular aspect of Wintario?

**Hon. Mr. Welch:** Number one, there are a number of publications available now with respect to the Wintario program, the most recent of which is the one dealing with the capital grants program.

**Mr. Grande:** I'm glad it's brown.

**Hon. Mr. Welch:** Is there some significance to the colour?

**Mr. Grande:** I don't know.

**Hon. Mr. Welch:** Also, the point being that while reference is made to that particular publication, the hon. member for Oakwood, in his remarks earlier in these estimates, did draw attention to some error that had occurred in one of the pages, particularly as it relates to charts and, indeed, that had been corrected. It was caught before it was distributed and it was corrected with the use of a sticker and some staff time. We estimate that the cost of the actual cost of the stickers and staff time would be about \$1,200 to \$1,400 and not the amount to which the hon. member just made reference.

**Mr. Kerrio:** How do they get figures like this? Isn't that terrible the way they blow up your estimates?

**Hon. Mr. Welch:** I don't know where that particular figure would have come from, but the fact is that it would be the one I just used in total.

The hon. member for Niagara Falls also mentioned in his remarks the question of the startup of the grants program. One of the things that we have to keep in mind here is that the Legislature unanimously established the Ontario Lottery Corporation, and by that Act a board of directors was put in place charged with the responsibility of managing the affairs of that corporation and actually running the game, if one could use that term. That's one aspect of Wintario; that is, the actual game itself and the management and the conduct of the game.

The net proceeds, by the Ontario Lottery Corporation Act, are payable to the Treasurer and are deposited in the consolidated revenue fund and are, in fact, designated, as section 9 of that Act points out, and as I know the hon. member is quite familiar, for culture and recreation, sports, fitness and facilities therefor. There has been an accounting each year since the deposit of those funds. There is an accounting each year as part of the annual financial report of the Treasurer related to what's on deposit, what has been committed and what has been spent.

In addition, if I can just take a minute, through an arrangement with the Interprovincial Lottery Corporation proceeds from the interprovincial lottery known as The Provincial are paid over to the Treasurer and are deposited in a trust-like situation earmarked presently for health research and health related environmental projects.

It was a decision of the cabinet that the first \$25 million realized from this source would be earmarked for those purposes and would then be reviewed by government from time to time as to whether or not there were some other causes which could benefit from these resources. In other words, the cabinet felt that from time to time it was wise to review the designation of the funds from that source.

To go back to Wintario, when we started the Wintario program the first grant was paid out some time in the middle of September, 1975. There was a great deal of time spent in the startup of the Wintario grants program. At the time we started—may I presume to correct the hon. member for Niagara Falls—we did not start only with a "Try us" category, we started with 20 programs which we were able to develop in a very short period of time, keeping in mind that the first Wintario draw was May of the same year, 1975, May 15 or May 16.

That was May 1975 and the first grants under the program were paid out in September. We started with about 20 programs and as a general what you might call residuary or residual program wanted to impress upon the people of Ontario that this wasn't all—here are the general terms of the grant program, that is, culture, recreation, sports, fitness and facilities therefor, and invited the people of the province that, in addition to those 20 programs, if they had some other interesting program they thought would fit within those purposes stated in section 9 they should "try us." Needless to say, many did.

It became a very interesting process from that time on, analysing the applications both within the 20 programs and within, I suppose what might be called the 21st program, the "Try us" category, from which more programs were developed. I would think it fair to say that we now have more than 70 eligible programs described in a general loose-leaf way in our regional offices and popularly described in a series of pamphlets and so on related to each of our programs, which have wide circulation.

**Mr. Kerrio:** Mr. Minister, I just wanted to possibly refresh your memory in regard to the comment you made about it being supported on all sides of the House. I concur that it was. I was just suggesting that the climate has changed in that many people may now have changed their minds about this kind of involvement, because we've seen some pretty significant changes in many aspects of our social secretariat areas. I'd just like to bring one to mind, that certainly we weren't



closing hospitals when all sides of the House supported the moneys from the lotteries going in the direction they did.

**Hon. Mr. Welch:** How many have been closed as of this very afternoon?

**Mr. Kerrio:** I'll do what my wife does to me. I'll answer your question with another question: How many were you going to close until we brought a lot of pressure to bear?

**Hon. Mr. Welch:** The hon. member uses language fairly loosely when he tries to suggest that instead of closing hospitals we should be putting this money into hospitals. I simply ask how many have we closed. That's a fair enough question.

**Mr. Kerrio:** I'm suggesting to you that the climate was such that—well, all right, say that I retract that statement and suggest that you had a great number of hospitals you were going to close until the Legislature saw to it that you didn't. I'd just like to draw that to your attention to show the change in climate since all sides of the House supported the resolution as it stood.

I'm suggesting to you that there might be a considerable shift right now if you were to put it to the vote. I think you must be aware of the kind of public information that's been passed on, as far as feelings are concerned, in many areas of the media. I think there are many people in our society who now feel that the money could be put to better use.

**Hon. Mr. Welch:** I apologize to the hon. member. That was one point which I didn't comment on in my first response; that is, the hon. member draws attention to the purposes to which the Wintario grant program directs itself and, indeed, mentions quite properly the substance of the resolution which he introduced and talked about lottery funds generally. I would remind him, Mr. Chairman, as I do myself, that the spirit of that resolution is almost the fact, although we could differ on the proportions going to the various areas of government responsibility of which he speaks.

We have now a lottery, the proceeds of which are devoted to health research and health-related environmental projects. We have another lottery, the proceeds of which go to culture, recreation, sports and fitness. We have attached, as a very deliberate government approach, to the first lottery, the Provincial, the flexibility to review the general priorities to which those proceeds could go. So there it is. We could differ as to the proportions—I respect that.

I would remind him, as I have reminded the members of the committee earlier in these

estimates, that when one looks at what has been available in past years to the general area of sports and fitness and culture and recreation, certainly one would find that they haven't been overly generously treated insofar as government expenditures are concerned. This is because of what would be deemed very pressing priorities of the 1950s and the 1960s related to what government spending in those days was. Large sums of money were going to health and health facilities in this province; large sums were going to education; indeed one shouldn't overlook substantial sums of money going into the area of social services and social welfare.

When one today looks at a budget for this area—the hon. member and I perhaps have some varying opinions with respect to this priority—I attach a very high priority to culture and recreational activities—and when one sees something less than one per cent of the provincial budget devoted to it, I think it was fairly significant to see some deliberate designation of some resources from this source going into this area while at the same time maintaining a certain level of government support from the consolidated revenue fund.

I think too it has provided the government with an opportunity to be very clear with the people of the province at the time of going into the lottery business at all that the government saw some need to be very specific in identifying where the money was going to go. It was very careful to point out that it wasn't to be seen in the same way as other revenue sources the government has—i.e. the tax source—and it was to be something very different.

**Mr. Kerrio:** Thank you, Mr. Minister. This leads to a question that I raised with the Premier on one of those rare occasions when you were not in the House. It had to do with an area that concerns me and the Premier suggested that you would address yourself to this particular problem.

It became apparent somewhere down the line that the competition from all lotteries—maybe more than just Wintario and the Provincial, maybe the federal lotteries and whatever other lotteries are brought into the area—to some extremely worthwhile charities seemed to be something that we then had to have another assessment of. I named specifically, at the time, muscular dystrophy and multiple sclerosis. These seemed to be two charities that not only do a great deal of work in the communities related to looking after those people afflicted with these problems, but also involved a substantial amount of money dedicated to medical research in



these particular areas. I wonder, Mr. Minister, if you would relate to that specific question before I go on.

**Hon. Mr. Welch:** I don't accept as a general statement that Wintario or the Provincial have, to put it generally, put a lot of these so-called lotteries out of business. I don't think there is any evidence to support that in a general way. I think there is evidence that would indicate that some organizations involved in fund-raising activities, like radio or television bingo and all kinds of other activities were in trouble even before Wintario or the Provincial came on the scene. They were not enjoying the degree of public support that was necessary to sustain them. I think it would be unfair, if not unreasonable, to attempt to attach all the blame for the trouble that some of these fund-raising activities and very worthwhile organizations involved in them got into—strictly on the decision of the government to get involved in the lottery business.

I think there is some evidence, at least the last time I went over some material in this regard, that some of the larger provincial efforts have found themselves not quite as attractive. But on the other hand one would only have to point today to what appears, at least on reports that I have, to be a very successful province-wide lottery being run by the Ontario Association for the Mentally Retarded. From all reports I have it is very successful, notwithstanding Wintario and notwithstanding the Provincial. The Retarded Children's Association is running a \$2 lottery at the moment, and from all reports I have—

**Mr. Kerrio:** They may be taking advantage of your advertising.

**Hon. Mr. Welch:** —but it is going very well. I am trying to speak to the point the member makes—

**Mr. Kerrio:** I was thinking of alternative fund-raising methods.

**Hon. Mr. Welch:** —that here is some fresh evidence because we have got one under way now. Let's talk about a lottery for the purposes of fund raising as opposed to other things. A number of organizations are finding, in some cases, very little point in getting involved in one of their own, because for many of them the idea of becoming a retailer of Wintario tickets and/or the Provincial tickets provides a fair amount of income when one thinks in terms of the constituency they work with, i.e., their membership. You'll find Rotary clubs and Legions and all kinds of organizations throughout the province using the retailing of these lottery tickets as one of their fund-raising projects on an ongoing and continuing basis.

So in many cases they are benefiting. We still have a special category where we even give a special retail commission for two or three draws for an organization that may only want to take it on as a special effort for a prescribed period of time. But I would think many are finding the ongoing income realized on the regular ticket sales as a fairly good source of income, without having the worry associated with running a draw on their own and getting all involved with that.

So, in summary, there may be some evidence of some organizations which may have been in a province-wide lottery feeling something in the way of an initial impact of Wintario. I have no evidence of that, except, as I now repeat myself, the success that the Ontario Association for the Mentally Retarded who are in it now and who sure don't seem to feel any competition from Wintario—it is only \$1 and they are at \$2. Not to discount the activity, let me tell you there is an association—the Merriton Firemen for instance—sell Wintario tickets as a regular part of their fund raising and indeed turn all their money over to multiple sclerosis as part of their project. So, the firemen are earning money and multiple sclerosis is benefiting.

Since the hon. member has made reference to the particular problem—

**Mr. Kerrio:** May well qualify for funding—

**Hon. Mr. Welch:** —there are all kinds of other organizations which would come, I suppose, through the Provincial. They would make application to the Provincial for some assistance and I think they have done that—that is a matter of record. They have actually got their money for health research from the Provincial source.

**Mr. Kerrio:** Another area of concern has to deal with matching funds. I suppose that no matter what kind of program we put into place there would be attempts to circumvent the initial intent. I am wondering to what degree you feel that the laundering of money within communities to be used as matching funds took place. I'm thinking particularly as it applies to taking tax dollars through community service clubs or other methods and using tax dollars in lieu of raising the kind of matching funds that we're talking about. There is some relationship here to accepting land gifts in lieu of cash donations for matching. Some of these lands are being used to build arenas on.

I am wondering if there has to be any addressing ourselves to the so-called "laundering," and if much of that has transpired, and how the minister is addressing himself to these particular actions.

**Hon. Mr. Welch:** I think, Mr. Chairman, the question that is raised here with respect to the matching principle—one of the principles of the Wintario grants program is that they are really intended to respond to community supported initiatives—

**Mr. Kerrio:** Right.

**Hon. Mr. Welch:** —“as evidenced by locally raised private contributions of money, efforts and other resources,” to quote from what we call the “share principle”. We attach a great deal of importance to that principle. We feel that, to some extent, it monitors the interests of the community, particularly the community where the application for the project comes from, keeping in mind that given success in making their application there is an obvious obligation on the community to make up the difference. Indeed, the support of the community by way of the response which is made to the financial campaign would be evidence of that.

I think that is a very important principle. It is one to which we have made reference already during the course of other matters in these estimates, as we have attempted to show how we have interpreted that in, hopefully, a realistic way in various parts of the province, particularly in some parts which may have some difficulty with fund raising. That is why we've emphasized efforts. The idea of the provision of community groups that have provided their own labour, gifts of merchandise and materials and other resources which we would take into account as part of the match to the Wintario funds.

The hon. member perhaps was making some reference to a report which came to my attention earlier this year from one S. L. J. Smith of the Department of Recreation at the University of Waterloo. He indicated that he thought that there was one situation in the province where there may have been some—to use the verb “laundering”—of money through a service club by a municipality. Certainly I have no evidence that this is a widespread activity. As you know, we have an audit program and we would view very seriously that sort of approach.

We are, we think, very strict in making sure that the match comes from private sources. This is one of the—

**Mr. Kerrio:** This is a point—

**Hon. Mr. Welch:** —great advantages of the program and one in which, I would hope, we would all share with some pride. Specifically when one thinks in terms of the arena repair program, the communities of this province were able to do a tremendous amount of work in putting their arenas in safe condition

without adding a five cent piece to the debenture debt of any municipality in Ontario.

That was made possible because they couldn't use statutory money or any municipal money. There were a great many attempts during the course of that program—“Couldn't we put up some money from our reserves? Couldn't we do this to avoid the private campaign?” And very consistently we said “No. We want to make sure that it is from outside of the municipal services.”

I suppose it's like anything else—once you have rules they have to be monitored. Certainly, other than that particular incident, insofar as the Wintario program is concerned, I know of no other that's actually been brought to my attention. So it's a reference to a single situation which was brought to our attention at the time of the preliminary findings of the Smith report from the University of Waterloo.

**Mr. Kerrio:** Thank you, Mr. Minister. I think really the final area of concern that I have, as it relates to my feeling that maybe those people in the above-average income bracket are getting their hands in the public purse, as it relates to private clubs, is that I am not going to get into specifics, but I just hope that you, within your review from time to time, will address yourself to what I think is a grave concern, that such has happened, that we didn't have proper criteria, that there were those people who would take advantage of public funds and then to the best they could accomplish it, or in fact, in some cases, I have a feeling, have accomplished it, keep the average citizen or person from such a facility.

A case in point, and I wonder if it is going ahead for possibly that reason, is a very substantial project at Ridley where there was some talk of building an arena. I just wonder if the minister or some member of his staff's making it known that the facility would then have to have public involvement, was in fact, the reason that it didn't go on. I hope that the minister will feel an obligation to tighten up on that aspect of Wintario. I made mention of the fact before that it seemed that for those areas where there was considerable private money available, it was, in fact, easy to get matching funds, as opposed to where there might be a greater need's not being able to raise matching funds.

Now this particular aspect of Wintario is, I think, of concern to many people on all sides of the House. I think that your own members and certainly the New Democratic Party have raised the question on many



occasions. I have spoken and addressed myself to it. Mr. Minister, I think it's an area that does need a real examination and some fairly stiff rules applied across the province in regards to public access.

**Hon. Mr. Welch:** Mr. Chairman, I think it's fair to say at this stage that all of our programs are under review. It's an evolutionary, on-going program, as indicated in my opening response to the hon. member for Niagara Falls when we started this vote, having started in the middle of 1975 with 20 programs and now encompassing 70 programs. So I think that's some indication of the fact that we have been attempting to keep up with the obvious interest in our grants program throughout the province and to have the grants under constant review.

It's fair to say, I think, at this stage in our discussions, that all that we do is subject to the general principles which I set out once again in the memorandum which I wrote to all members of the Legislature within the last three or four weeks. I appreciated the opportunity, because there had been some very legitimate interest expressed in the program at that time as the result of some news stories along the subject matter to which the hon. member makes reference. I tell you, I think it's always helpful when we have these opportunities to review. I think that the media and the members of the Legislature do us a great service in bringing these questions up as they occur, because it does invite the opportunity, once again, to review and to satisfy ourselves with respect to the adequacy of the programs and, indeed, to remind ourselves once again of the principles that are involved.

The two principles that are covered by the hon. member for Niagara Falls here and about which we should make one or two comments are what we call the non-profit principle and the accessibility principle. We talk in terms of Wintario grants being intended for projects of broad public good and thereby being excluded from situations which might loosely be characterized as private gain. Then following that, we remind ourselves that the benefits of Wintario-supported projects are intended to be available to the general public. And so, having said that, I don't want to take time unless it becomes appropriate with respect to another comment or question.

We then come to this question with respect to the interpretation, or rather the translation, of those two principles, in particular as we analyze applications from clubs, to give an example, or from what we might also refer to as non-public bodies, if that would be appropriate, of which, I suppose, Ridley College in the city of St. Catharines would be a

good example. I am very glad that the hon. member has raised that because it will help me to illustrate in a very practical way what we are attempting to do. I invite comment on this in that spirit.

When I wrote to the members of the Legislature on October 26 of this year, I attempted to share with the members of the Legislature why we were, in fact, approaching these applications in this particular way. We found in a number of communities that it may well be, in fact we felt that it would be, quite justified to attempt to open up what might otherwise be described as a private facility, or a non-public facility in the sense of certain definitions, to open it up for wider participation by using the possibility of a Wintario grant within the criteria of Wintario as a method, rather than imposing upon a municipality the obligation of all of the capital outlay to have a similar facility or to build a similar facility.

Indeed, if one might use the Ridley College example, and I want to use it because the hon. member has mentioned it—

**Mr. Kerrio:** You know I mentioned it specifically because it's close enough to you.

**Hon. Mr. Welch:** It's very close. Not only is it in the city of St. Catharines, but it's in the west end of the city of St. Catharines, and I want to mention that to you for very obvious reasons.

**Mr. Kerrio:** No, it's your alma mater.

**Hon. Mr. Welch:** No, no, I am a graduate of the St. Catharines Collegiate Institute & Vocational School, 1946. The altercations between Ridley and the St. Catharines Collegiate: there are still bloodstains all over—all over, no question.

To those who know St. Catharines and those who don't, I hope they get to know it better. It's a very nice part.

**Mr. Kerrio:** When you're visiting Niagara, you can go there. It's on the way to Niagara.

**Hon. Mr. Welch:** You have to go through St. Catharines to get to the falls.

It's a good example, though, of what we are trying to do and what the memorandum of October 26 really says. If you know my home town, you'll know that there are now two arenas in that town. Two arenas, three ice services, one downtown and one in the north end. There is no arena in the west end of St. Catharines. You've got to cross a bridge and go all the way downtown to get to an arena.

Now, Ridley College is a private school in west St. Catharines. Let's not overlook that. They've had an arena, an ice service, on that campus for a number of years. Let me say



to their credit that within program possibilities they have been fairly reasonable with respect to a limited public use of the facility for a skating club or organized things like this. They were faced with some problems with respect to the repair of that arena because of the roof. Obviously, they were anxious to do something to correct that problem which really meant they had to take the whole thing down and build a new arena.

They made some preliminary inquiries insofar as Wintario was concerned. We shared with them, as we would with any applicant, what the rules of the game were, including those two particular principles. Just think about it, I say to the member of Niagara Falls—and I don't want to become too informal—as an opportunity now. With a few Wintario bucks, a third of the cost, maybe the people and the kids of West St. Catharines could have an arena or could have access to an arena on the same basis that the kids downtown have their arena, or the kids in West St. Catharines could have too if they go all the way down there. They have to put up only one-third of the cost of the arena. The old boys, i.e., the graduates and other private sources, would have to put up the other two-thirds, not the municipality of the city of St. Catharines. After it's up, the school has to run it. There is no municipal contribution to organize it.

If we can make a deal, to use the vernacular, that there is some public access for people to go to that arena and skate in the same way they go downtown and pay to skate at the public arena, the city of St. Catharines and the taxpayers of St. Catharines don't have to put up a nickel of taxes to have an arena in the west end of my hometown. The people there can have access to it.

**Mr. Samis:** What guarantees do you get as to the access?

**Hon. Mr. Welch:** It's all in the agreement. It all has to be spelled out. I'm working on the assumption that the hon. member for Cornwall raises a very legitimate question. How do you protect all this stuff? That's a technical matter and I think a very reasonable matter. I can show you how we do it. Let's just say "if." If we can accomplish all of that and have a new arena in the west end of our town and have access to it under terms and conditions which we spell out, an arena which hasn't cost the taxpayers of St. Catharines a nickel and is not costing the taxpayer of Ontario a nickel, because it's coming from the people who play the game, we then have accomplished what that four-

page memorandum of October 26 said. That's exactly what it's all about.

**Mr. Kerrio:** Do you propose then in the future entering into such an agreement with other groups?

**Hon. Mr. Welch:** We do.

**Mr. Kerrio:** What about those areas where there has been concern about entering?

**Hon. Mr. Welch:** Let me finish the example and then go to the question.

**Mr. Samis:** And the guarantees.

**Hon. Mr. Welch:** It's under discussion now. I happen to know it's very unlikely that Ridley will pick up the conditional commitment. They now have a conditional commitment. It's been announced.

**Mr. Kerrio:** That's right. That's what the record shows.

**Hon. Mr. Welch:** It's unlikely they'll pick it up. I understand they met recently at a board meeting. They wondered whether or not they would pick it up in view of some of the terms of the agreement. In fact, there was a fairly well-to-do old boy there who said to the boys at the board meeting that maybe they should just—

**Mr. Kerrio:** Raise the other money.

**Hon. Mr. Welch:**—raise it themselves and not get involved in all of this, but still maintain their community relations as they always have without any fuss. Then they are not involved at all with all these terms and conditions which the ministry is insisting on. He said: "If we take this, then the next step will be government control of this and government control of that." That actually happened at the meeting. I'm not a member of that board and that's hearsay, which normally would not be admissible, but I share that with you because a member of the board told me that.

**Mr. Samis:** Are we going to get back to the guarantees?

**Hon. Mr. Welch:** I can give you other examples of how, notwithstanding a conditional commitment from us, after the conditions are really reviewed they wonder whether or not they want to get involved. I think that shows something about the thoroughness of our people who are advising with respect to the conditions.

One could go on to talk about other organizations, and no doubt you will. I use that because the hon. member for Niagara Falls used it as an example. It helps me to illustrate for the committee what we are intending to do. If there are some flaws in that, if there are some things we're not touching base on, please tell me. It's a very open and

a very legitimate purpose we have in mind. We attempt to make available for the general public some facilities which were not otherwise available and, therefore, opening up for general public use those facilities in areas where the municipality or some other public body wouldn't have to go to great expense in duplicating those facilities.

Let me generalize. It may involve negotiations with the recreation commission and the city council. All sorts of things go into the agreement. The agreements are public information. As some members know who come over to see the files as to how we spell out things, there is an auditing provision. As you know with respect to some organizations, we're now even getting into the companies branch of Consumer and Commercial Relations and setting out some very specific things to change the status of corporations with or without share capital and the recovery which Wintario would have after a certain period of time, if there is any violation of any of these terms and conditions.

**Mr. Samis:** What guarantees did you get in terms of usage for the people of West St. Catharines?

**Hon. Mr. Welch:** We're using an example now that may not materialize.

**Mr. Samis:** You're seemingly very familiar with this example as it's so close to your home and your heart.

**Hon. Mr. Welch:** In reverse order there.

**Mr. Samis:** Give us a broad outline of what guarantees the people would receive in terms of usage?

**Hon. Mr. Welch:** That would all be in the agreement. We haven't even reached the agreement stage.

**Mr. Samis:** No, but what are you proposing, for example, in that?

**Hon. Mr. Welch:** I would think usage at least to the proportion that our investment would relate to the total investment.

**Mr. Samis:** Let's take time for that.

**Hon. Mr. Welch:** One-third.

**Mr. Samis:** One-third of the time will be designated for public usage?

**Hon. Mr. Welch:** That would be my suggestion as a rule of thumb.

**Ms. Bryden:** Some prime time?

**Mr. Samis:** A competitive rule of thumb, competitive with the other arenas in St. Catharines?

**Hon. Mr. Welch:** Oh, yes. I think you have to use that standard.

**Mr. Samis:** Those things would be written

into the agreement if they were to proceed with the project?

**Hon. Mr. Welch:** That's right.

**Mr. Samis:** And that's standard with projects of this sort?

**Hon. Mr. Welch:** Certainly the percentage relationship would be a standard approach. The public usage would have to bear some relationship to the Wintario investment. As far as fees are concerned, there would have to be some relationship to what the going fee was for that particular activity in that area. All those things will be taken into account.

**Mr. Samis:** The standard would be that one-third of the usage time in that arena would be guaranteed for the general public?

**Mr. Kerrio:** I wonder if one-third is a fair assessment when you consider that, while you put up a third of the capital investment, the people that are building it pick up all the operating expenses. I'm not sure you could provide fully one-third. I only pose this question because one-third of the capital investment doesn't cover any part of the operating costs.

**Hon. Mr. Welch:** The hon. member for Stormont—

**Mr. Samis:** Cornwall. There's the member for Stormont.

**Hon. Mr. Welch:** The questions were so intelligent I thought they were coming from Stormont.

**Mr. Samis:** He and I share a common bond.

**Hon. Mr. Welch:** The member for Cornwall used to be my critic. I should know better.

**Mr. Kerrio:** Who won the game?

**Mr. Samis:** The bad guys. You weren't there.

**Hon. Mr. Welch:** Actually, I spoke to one of our members who was playing today at noon hoping he would exercise certain bodily intervention, but you made it back all right.

**Mr. Samis:** We were on the same side for a change.

**Mr. Gregory:** You were playing left wing.

**Mr. Samis:** No, right wing.

**Hon. Mr. Welch:** There is a model clause in agreements with respect to the question the member for Cornwall has raised, though you will realize that since we do this on an application basis there can be some variations depending on geography and activity. We have as an alternative that where the membership is restricted the facility be opened to the general public for the period of its



normal operating hours equal to the proportion of the grant to the net cost. When you say standard, that is what our staff uses as its standard approach.

**Mr. Kerrio:** I have only one more comment to make. It has to do with the minister's suggestion on many occasions when the question was raised, that the funding of any particular thing through lottery money in such a manner as to give it continuous support is not one of his choosing because we don't know the funds will continue or that the income is the same. It relates to questions I raised about supporting some probable recreation structure in an ongoing way. I think in a priority way, the objection you had was you didn't want to become involved in any ongoing or subsequent monies for maintenance, due to income from lotteries not being stable.

**Hon. Mr. Welch:** It should be said here this brings us to another Wintario principle, with respect to this whole matter. The projects funded by Wintario have to demonstrate the existence of support for any ongoing costs, from sources other than Wintario. When we approve these as part of the process, we have to be satisfied with respect to that, particularly as it relates to capital facilities being entertained and ultimately constructed. That those who are involved have taken into account the very point that the hon. member—

**Mr. Kerrio:** I have some concern about that.

**Hon. Mr. Welch:** So do we. We share that.

**Mr. Kerrio:** A single home owner could get a grant and get into a situation which he could not maintain.

**Hon. Mr. Welch:** We hope that you have taken this into account, once this is up, you have to look after it, operate it and so on. I think some municipalities have shared that concern through our field staff; to make sure that it doesn't fall back on them.

**Mr. Kerrio:** That's the point. Do you get involved—

**Hon. Mr. Welch:** Yes, there's no question. Wide consultation by the field staff now, with local officials, municipal officials, with respect to their attitude to this type of facility. There is a tremendous amount of input on that.

May I make one correction before the record gets too old? To go back to Ridley. I would be glad to pass out brochures for this school. Ridley would have been entitled to a two-thirds grant because of the arena

closure program of the Ministry of Labour. Our conditional commitment was only for a third, because of the proposed joint use agreement with the city of St. Catharines, which would have resulted in a one-third public use. We tailored our commitment down to meet what the general agreement would have been between the municipality and Ridley, with respect to public use. So our ultimate conditional commitment, which may never be picked up anyway, was related to the amount of public use they could agree to.

**Mr. Kerrio:** Mr. Minister, such facilities are somewhat removed from members of the Legislature. There is concern therefore, when you pick up an article as reported in *The Star* with regard to the Belleville Golf and Country Club which successfully applied for a \$200,000 lottery grant. This kind of report we can't live with.

A club official told a reporter—posing as a would-be member—that: “non-members can play there only three times a year, and we don't encourage them.” That sort of comment causes the kind of query going on here today.

**Hon. Mr. Welch:** I wouldn't be surprised if anyone went to the Bay of Quinte Golf Club, they would have been told that today. There is no agreement with Wintario with respect to it. They haven't got a five-cent piece from Wintario yet, nor will they, until they satisfy all the conditions of the conditional commitment.

We are now working out an agreement—or the city is now negotiating with the club—with respect to all these things about public access. Why would you expect public access there today when we haven't even completed the agreement? And we haven't even paid a nickel? The point is, quite rightly, the reporter goes there, or somebody goes there and says, whatever he says it doesn't matter. They won't realize any cash flow on the basis of the commitment until they meet the conditions. The conditions are now being worked out. Our philosophy is with respect to a lot of things that have to be done, people wouldn't go through the effort of negotiating and making all these other inquiries until they knew whether or not they were going to be successful in their application.

So we adopt a very supportive type of approach, by issuing conditional commitments. “You can have this provided that . . .” and then spell out all the conditions. You then go through the checklist and once all the things are in place, properly scrutinized and approved, then the cash flow starts. Alternatively you would be putting people



through all kinds of efforts and they might say halfway through, "Why should I go through all this, I don't even know by the time I finish all this whether or not I am going to be successful. It's better I know what the possibilities are, subject to fulfilling certain conditions." It may well be. Certainly the example you used could be.

Other examples where there are questions raised on, say, public access may well be the reason they haven't got their money. In that case it is because they haven't worked out the agreement.

**Mr. Kerrio:** Those situations that are far removed; reports can still come back to the Legislature in many varied ways. Let me cite you an example—

**Hon. Mr. Welch:** I understand the problem. I appreciate the fact that: how would you know, as a member, whether it was a conditional commitment or just a plain commitment to pay it?

**Mr. Kerrio:** Exactly.

**Hon. Mr. Welch:** I think we have to underline the fact that the first letter in all cases, is the conditional commitment. All members get copies of those as far as their own areas are concerned.

**Mr. Kerrio:** An example I can cite you is an application for the Niagara Falls Curling Club. It's a community club that has been in existence for 15-18 years. It is not an exclusive club in the sense you might consider waiting in line for membership, just a good cross-section of the community.

From day one they have encouraged and subsidized schoolboy/schoolgirl curling. The doors have been open. I am suggesting to you there was never any doubt in my mind, an application from that group was well-deserved. Until you can explain the kind of assessment and that the commitment is one that spells out accessibility for the average citizen, it would make me feel a little more comfortable about the kind of lottery money being spent there.

I think that satisfies all the questions I had to raise regarding this vote.

**Ms. Bryden:** Our critic for this ministry, Mr. Grande, has kindly let me go first, partly because Wintario has been sort of a secondary portfolio for me for the last couple of years. He will be following me later on.

I wonder whether we are allowed under this vote to discuss the philosophy of lotteries—

**Hon. Mr. Welch:** I hope you would—I hope so.

**Ms. Bryden:** I assume the lottery corporation reports to the Legislature through you.

It is now two and a half years since we have had Wintario in effect. The statistics show that it is widely accepted. Approximately 82 to 85 per cent of the people buy tickets. I think some people feel that lotteries are immoral or people spend too much of their income on it; particularly people in lower income groups. We never had any figures to show exactly what percentage of income is spent on lottery tickets.

It is undoubtedly a regressive form of tax, because I doubt if people buy according to their ability to pay. The return to the individual is not very great; the odds are extremely large. I am told what the house takes is about 15 times what Monte Carlo takes from its roulette wheels. Of course people do get, in addition, the money that goes out in Wintario grants to the community. I think that's one of the things they are interested in when they buy tickets; to see that money go to the sort of projects they would like to see supported.

A lot of us supported the idea of lotteries, or accept them anyway. If we didn't have the provincial one people would be buying lotteries in other countries—the Irish Sweepstakes, and so on—or in other provinces. So if there is a public demand for this kind of purchase, perhaps we, as a province, should get our share of it. Of course, we are selling a dream and a hope. We're also selling the philosophy that you can get something for nothing, which I rather dislike. One thing I do object to is the excessive promotion of the lottery. I think it's all very well to have the lottery there for people who wish to spend their money in this way and get some pleasure out of spending their money that way. But to keep on taking large ads to promote more and more ticket sales and more and more of this philosophy of getting something for nothing, I think is the wrong thing for society. You're selling false hopes.

I notice the December issue of the Lottery News has got holly and ribbons, suggesting lottery tickets for gift-giving. We've all seen all the ads in the paper. I think we should provide a lottery but not go around trying to increase lottery sales. Let people decide if they want to buy them. If they want this form of voluntary taxation, that's okay. If they enjoy it, that's fine. I'm sure all of the people, as I said, would like to see that the money that comes to the province, which is about 40 or 43 cents on the dollar, I understand, is well spent. I think 38 to 40 cents go to profits, accordingly to some of the brochures put out by the ministry, and about 10 per cent to commissions, which leaves administrative costs, on that sort of calcula-

tion, of eight to 10 per cent over and above the commissions. If you cut out some of that advertising, you would have more money either for the province or for prizes, because I'm sure that eight to 10 per cent includes those ads.

Getting down to the grants, it is a matter of great concern to me because of the way the money is being distributed. The Ontario Lottery Corporation Act gives full responsibility to one minister to decide what shall qualify under those very vague guidelines in the legislation, which is that the net profit shall be available "for the promotion and development of physical fitness, sports, recreational and cultural activities and facilities therefor." Only the minister or his ministry can decide what are the criteria that fit within those very vague words. There is no review of their decision. The minister says it's under review constantly. Perhaps it is within the ministry. Certainly the two to three hours we have this afternoon cannot really constitute a review of thousands of grants and whether they have gone to the right people or whether the criteria are suitable.

It seems to me it's definitely too much power for one ministry to have and it does leave the door open to accusations that perhaps political considerations could enter in. There is no public or legislative input into the determination of the criteria beyond this vague phrase in the legislation. There is no appeal from the decisions of the ministry. One can see a great deal of contradictions in the terse press releases that come out. I have been told from time to time that operating costs are not covered. Then one sees a press release that indicates operating costs appear to have been given, say, to all the sports associations which were given expand-and-development grants, which must be operating costs of some sort.

You're told that salaries are not allowed, and then you see that the hunters and anglers have been given the money to hire a biologist to promote their programs, which I would be in favour of. But how does it fit in with the no-salaries criteria? I'd just like to run through a few of the most recent grants just to give you an idea of the diversity and the sort of questions that are raised when you look at these. Here's one to the city of Toronto, Moriama Architects and Planners, to assist with the costs of acquiring a whalebone sculpture for the new Metropolitan library. If we're going to have a sculpture in there with Wintario money, whose name is going to go on the sculpture? Is it going to be the architects' names be-

cause the grant is made to them, or is it going to be Wintario and the buyers of lottery tickets?

Here's one—Thunder Bay Country Club: the cost of linking the club water supply with the city of Thunder Bay mains. I don't quite know what that has to do with recreation and culture. Most clubs look after their own water mains.

Peterborough Fish and Game Association: \$45,000 for construction of a club house and indoor target ranges.

The Ontario Gymnastic Federation in Toronto: the cost of coaching. In most minor hockey clubs that I've been associated with, and minor baseball teams too, all the coaching is donated voluntarily by dedicated men and women who give a great deal of their time and who would like a little money from Wintario for an honorarium to cover their out-of-pocket expenses, but that is not allowed.

The Waterloo-Wellington Flying Club in Breslau: a grant of \$8,666 towards the purchase of an aircraft. That's not the only aircraft on the list. There was another one. One wonders how much public access there was to that aircraft.

**Mr. Kerrio:** Two places.

**Ms. Bryden:** A grant to the Macassa Bay Yacht Club in Hamilton to share in the cost of constructing and furnishing a floating clubhouse. I don't know how people are going to get out to the floating clubhouse if they don't own a yacht.

The Parry Sound Golf and Country Club: \$287,500 to assist in the cost of relocating and constructing an 18 hole golf course, necessitated by the Ministry of Transportation and Communications' proposed expansion of Highway 69. It seems to me that that's an expenditure that the Ministry of Transportation and Communications should have borne as part of their acquisition of land for highways.

The Toronto Scottish Rugby Football Club: \$339,000 towards the cost of purchasing and renovating a building for a multi-use athletic and social facility. That again raises the question of how much public access there is to this club which is receiving a very large grant.

Those are just a few of the things that I noticed in the recent press releases. I haven't gone through all of them recently, although I do keep a fairly close monitor on them.

With regard to these grants, I think there is a distortion of priorities in municipalities. For example, a municipal facility is provided but no operating costs are provided for it, so



the municipality is tempted to seek the Winario grant but then has trouble finding the operating costs.

In the arts field also, the priorities of the Arts Council are being set aside by various cultural grants that are made. David Silcox, in an article in the *Toronto Star* on March 9, 1976, said, "What really rankles the arts community is that the proceeds simply are not going where they are most needed and where any responsive and responsible government would put them."

Another part of the criteria system is that funds go mainly to established organizations. They have to be operating for at least one year to be able to present a financial statement. I can understand that the ministry wants to see that the organization is capable of operating in a sensible way, but this does militate against new organizations getting started. They often do need help for more than one year to get started, and the one-shot criteria militates against that. They have to get going on their own for a whole year and then they might get a one-shot grant. They still may not be really viable for two or three years, but they may be providing a new and expanded facility involving more people in sports and recreation, and that should be one of the main objectives.

The whole question of priorities should be considered in the light of our objectives. Are we trying to increase utilization and participation in recreational and cultural facilities, and are we trying to increase it particularly for the people who haven't been able to provide themselves with these sort of facilities in the past?

A lot of the private clubs, I think, have been able to provide themselves with such facilities. Now when they come and ask for assistance to expand their facilities, they always request very large sums whereas the smaller organizations that are serving large numbers of people in pee wee hockey leagues and lacrosse and baseball clubs for youngsters, don't ask for large sums because they don't build large clubhouses. They are not getting the money that they should be getting to expand the opportunities for these kids.

I'd like to remind the minister about the Corpus Christi hockey club in my riding. They applied on November 15, 1976 for an equipment grant and they still haven't received a cent. I know there have been some problems; their application got lost at one stage and then they just put down that their club cost \$8,000 to \$10,000 to operate, and said, "Give us whatever grants we can get under that."

They'd hoped to get some ice time covered; they pay about \$40 an hour for ice time. They're a small hockey club with several teams connected with one of the Catholic churches in the area. They serve a lot of disadvantaged kids—kids from single parent homes, kids who would otherwise have no outlet.

They haven't been able to get anything so far. They did ask for an interview with the minister in order to discuss the whole question of whether some of their operating costs could be covered. They wanted some review of the criteria and the minister very kindly consented to have an interview with them last February. They did discuss the criteria with him. I understand the criteria haven't been changed regarding ice time or operating costs such as honoraria for coaches for small hockey clubs.

Money should be going into this sort of thing instead of into expansions to large club houses in private clubs, even if they're somewhat opened up to the public.

This club is still waiting even for an equipment grant. However, they thought they'd put in an application in November for anything that was going but they've now been told they don't have an application in for equipment. They do have one in for an innovative grant for a couple of additional teams.

I hope after a year and a month they will get something. It certainly has been a long wait.

With regard to the question of information, I think the member for Niagara Falls has raised a very important question about how we can get the information about the terms in the private clubs. I put a question on the order paper asking for a copy of all the terms in cases where grants had been committed to private clubs, including the hours of public access, what the fees of the club were, and whether there was any membership approval required or whether it was a case of you could join if you were willing to pay your money.

The reply I got was that this information would require a great deal of work and it would be better for me to consult the files of each individual application.

Most members just haven't got time to look through the files of 20 or 30 clubs. Also, the terms of public access don't get out to the people who live in the area. I think it's more important that the public should know—if public money is going to these clubs—what the terms of access are. Possibly they should have some input as well.



In my area there is one club that did receive a grant. In the terms, the ministry included that a member of the ministry's staff should sit on a committee with club members to plan public participation and access. That seems to me like a very admirable step but I don't know whether the ministry has enough staff to do this. It is something that should be done in all cases.

Another thing that bothers me about the criteria is the matching provision. A senior citizens group in my riding would like to buy a van to take seniors on trips, to pick up seniors from nursing homes and bring them to a centre where they could do handicrafts and so on. They also, though, would like to use the van for shopping. I understand that shopping time would not be considered recreational or cultural and therefore they wouldn't be able to get this—

**Hon. Mr. Welch:** As long as they didn't buy, it would be recreation. Window shopping is a recreational activity.

**Ms. Bryden:** Some people even think shopping for food is recreation, if you only have a little bit to spend—

**Mr. Grande:** Recreational and educational at the same time.

**Ms. Bryden:** In addition to this distinction, they just can't raise the other two thirds. It is a capital expenditure, the area where they only get one third.

They're a small club serving senior citizens, helping them stay in their own homes.

**Hon. Mr. Welch:** Just in case I miss this in my reply, the van situation would be a 50:50 proposition.

**Ms. Bryden:** Even the 50 per cent is very difficult to raise. They don't have time to get out knocking on corporation doors.

I wonder if the minister has spoken to any of his friends in the CMA recently. They must be getting really browned off with the number of people from the private sector knocking on their doors trying to get the required two thirds or 50 per cent. The same people are going around to the same companies and it's very difficult to have this many requests looked after.

When people put their money up for Wintario, they thought some of this begging was going to cease and there would be an assured source of money. A lot of these groups—these small recreational groups, sports groups—used to rely on selling chocolate bars and dances and raffles and tag days, in the case of the Humane Society.

They're still selling chocolate bars and dances and raffles. The Humane Society, I

believe, hasn't got a cent yet because they weren't considered recreation or culture.

People are beginning to feel they're putting their money into this facility but still having as much of a struggle to finance sport, recreation and culture as in the past.

We're not getting a great expansion to the people who didn't have very much access to sport, culture and recreation in the past.

I just want to deal with one other area. That is the question of administration.

A lot of these very small grants must be costing a great deal to process, possibly as much as the grant itself. Something has to be looked at in the way of cutting down the long turnaround period, examining the cost per grant, seeing if there are not better ways of distributing the money.

For instance, an alternative would be to give a goodly sized percentage to the municipalities to distribute. They're closer to a lot of these organizations. They might not require as much investigation and they could possibly disperse a fairly large percentage of the proceeds. That would cut down the ministry's staff. I wonder how the ministry's staff has time to do anything else in its other programs, considering the tremendous burden the Wintario administration must be. Perhaps that's part of the reason for the large increase in the ministry's costs.

I understand there was a consultant company hired to look at the administration of Wintario grants. I think it was the member for Oakwood who asked about this in the House. You undertook to look at the question of whether you could table that report. I hope you will be able to so that we can see a little bit more of the internal administration.

One final windup, Mr. Chairman, I certainly agree with the member for Niagara Falls that we do need some new method of distributing these awards, either a grant award committee appointed by the Legislature, somewhat similar to the compensation for victims of crime committee—in other words an independent board appointed by the Legislature or perhaps a board representing all parties, which could make the awards and could hold public hearings on the determination of criteria and could review them once a year in the Legislature.

I think perhaps we need a select committee of the Legislature to work out the details for such an administrative body and to consider extensions of coverage. The NDP had a resolution over a year and a half ago that the coverage of Wintario should be extended to community groups involved in social activities within communities, such as Nellie's, the suicide crisis centres, rape centres,

and those sorts of organizations which serve the community but do not fall strictly within the recreation and culture category.

**Hon. Mr. Welch:** I understand that resolution didn't pass the convention.

**Ms. Bryden:** I don't think it ever got even debated.

**Hon. Mr. Welch:** That was at your convention in Kingston and it didn't pass.

**Ms. Bryden:** What resolution do you mean?

**Hon. Mr. Welch:** The one you just referred to.

**Ms. Bryden:** I am talking about a motion that Mr. Burr put on the order paper two years ago.

**Hon. Mr. Welch:** I am talking about the NDP convention motion.

**Mr. Samis:** I am glad to see you are well informed.

**Mr. Kerrio:** Got a spy in there?

**Hon. Mr. Welch:** No it was reported.

**Ms. Bryden:** Anyway, this is something I think a select committee should look into as to whether you wish to extend the coverage, but certainly the criteria is an area that I think we definitely have to have much more public input on.

One of the things we have to look at is that your ministry is the only ministry that can supplement its votes by lump sum amounts with little or no Management Board control or legislative control on where the money goes or how it is spent. I think that is a very bad principle in the expenditure of public money. That is another reason why I think we need a grant award committee of some sort.

**Hon. Mr. Welch:** I would like to comment on one or two matters, and yet I don't want to take an undue amount of time, because I know my colleague, the member for Oakwood, would want to make some comments too before we complete these estimates.

I do, however, want to assure the hon. member for Beeches-Woodbine that I really appreciate the preparation that is obvious insofar as the comments that have been made today, and the hon. member has shared with me from time to time some of her concerns with respect to this program. Although we may differ with respect to our approach and how we are going to handle some of these things, I, nevertheless, do thank her for taking the time to collect her thoughts and put them on the record for our review.

Could I just take two or three general areas of comment and, in doing so, Hansard will record the specific files about which the hon. member is concerned, and I would, for the

sake of some time, perhaps reserve a detailed response with respect to each of those files and perhaps send her a memorandum with respect to the criteria and how we have approached them.

There may be one or two I would like to use as an example, but I don't want to appear to be ignoring the specific questions that have been raised insofar as those files are concerned, but it may be better to deal with them in a way that would not take time away from the hon. member for Oakwood.

Two or three things have been said in some general principles. First, on the philosophy of the lotteries, I only wish more people would publicly debate this particular issue, because it is a very interesting one. It is obviously one that has taken the time of a number of writers who are speculating with respect to the situation and what is going on in this new field, and what type of support is it getting, and what is the future of lotteries. Certainly no one picks up a paper these days on a general basis without finding some comments. Some very well-meaning people are very concerned about government's being in lotteries at all. Indeed that discussion will go on for a long time. A recent issue of the United Church Observer just came to my attention. One would not have to go through many pages of that journal to find that the editor certainly is not very supportive of government's being in lotteries, and presents a point of view for the readers of that magazine which is very interesting. So one could chronicle all of the various sources.

Certainly the so-called philosophy or the principles involved with government involvement in lotteries prompted this government to proceed the way it did: the establishment of a corporation at arm's length from the Legislature charged with the specific responsibility of running the lottery, if one could use that expression; the composition of the board under the chairmanship of Mr. McCullough and the executive directorship of Mr. Pollock and a very dedicated staff and very fine board members who have been attempting to build into the whole program a certain responsibility with respect to the administration of the lottery and the style of advertising.

The minister and the government have been very concerned about the situation which the hon. member has mentioned with respect to the type of advertising that is used. One would find interesting that in the administrative costs for 1976-77, about 2.15 per cent of gross sales were actually used for advertising, I don't think a large amount, compared to the previous year's figure which was some-



what more, 2.4 per cent. So there has been a reduction generally.

I too would join with the hon. member in expressing the wish that we would have good balance in our advertising, that our advertising would be in good taste, that it would simply say, among other things—whatever the jingles and whatever the approach are—that, “For those who wish to be engaged in this activity, we have a game; here is the ticket, here is what it does, here’s where you get them,” rather than place an undue emphasis on the dream and an undue emphasis on some other aspects which other lotteries would seem to feel is important to include. It remains for the hon. member and others to pass judgement as to whether or not our advertising is in good taste in that regard. I am talking about that sponsored and looked after by the Ontario Lottery Corporation, but I would think that the board concerns itself very much with that and takes that particular aspect of responsibility knowing that it is a fairly significant dimension to the whole program.

The government was very careful, in bringing in this legislation, to be specific as to where the proceeds were to be spent, that they were to be identified. The annual report is to show an accounting of where they are going and the care that was taken with respect to the development of the principles: the non-substitution principle, the non-dependency principle and the others to which I make reference. I will never tire of referring to those principles because they are very, very important. If the people of Ontario decided the day after tomorrow to stop supporting the lottery, it would be business as usual at Queen’s Park. The ongoing programs of this government would continue; there would be that base to carry on.

Many of these principles have been developed in a very deliberate way to ensure the ongoing operations of the government are not dependent on whether people go into a cigar store to buy a lottery ticket, keeping in mind that, no doubt, as the hon. member has already alluded to, it was obvious when the interministerial committee was studying the whole question of the lottery field, following the introduction of the amendment to the Criminal Code of Canada which allowed the governments to become involved, that there were substantial sums of money going out of province to foreign lotteries. Of course, the logical question was: If people in fact are now engaged in that activity, would there not be some advantage in finding a vehicle by which that money could be retained within the province of Ontario for provincial

purposes? Thus, along with other matters’ being taken into consideration by the interministerial committee, this precipitated the final decision of the government to become involved and to become involved for those purposes, and we know that history.

I think we have to continue to monitor the operation of the game, so to speak. In that way I’m accountable for the activities of the lottery corporation to the Legislature, and I’m convinced that the chairman, the executive director and the members of the board take their responsibilities very seriously in that regard, and indeed would welcome any suggestions and would welcome the expression of any concerns with respect to that aspect, and I refer particularly to the promotional aspects of the game.

It’s obvious, as the hon. member has already recognized, that it appears to be somewhat popular, with 85 per cent of households in this province engaged in it.

**Mr. Grande:** I think it’s 90, I believe.

**Hon. Mr. Welch:** Yes, it could be. I may be out of date, but however, it is at least 85 per cent. Certainly that fact, along with some others that we’ve already discussed as estimates, influenced me greatly in getting involved in the first halfback program, when I realized what was available in the households of Ontario in the way of some type of consumer stimulation in the area of the promotion of the arts, as there could be in other areas as well. We’ll get into that at another time.

Certainly there is something to think about—I’m going at random here now quickly—I’d like to think about whether or not it would be possible—and I don’t want this to be seen as a commitment, but certainly I commit myself to think about it—it seems it would be worth thinking about whether or not, particularly in those releases dealing with grants to the so-called clubs, there might be some opportunity to share the terms of public accessibility.

I think the hon. member does invite us to consider something there. It may be too complicated because of all of the terms or maybe reasons why that would be difficult. But nevertheless, I’d like to think about that, because what the hon. member really suggests is there may be less confusion and less criticism if in fact the terms of the public accessibility or the agreements or some summary of the agreement that was made were spelled out.

The hon. member talks about the most recent response to a question on the order paper dealing with the amount of time



that would be required to get that information, and quite rightly points out that the members of the Legislature are certainly pressed for time when you think of their many responsibilities. I don't argue that point. The question is: If staff people have to divert what I would consider an excessive amount of time simply to gather together all this material, it means they have to be pulled away from the very important time in the processing of applications. So it becomes a matter of priority.

When we really weigh this, I attach some importance to keeping up with the applications that are coming in and responding to these applications which are coming in at the rate of a couple of hundred a week—in about that number—and devoting staff energy as much as possible to that, keeping in mind that, as you know, Mr. Chairman, the files are available to anyone—I mean, to members of the Legislature—who want to see them. It's not as if that information isn't available, but I do appreciate that both the members have that problem and I have that problem, the staff's trying to keep up with a number of our responsibilities.

**Ms. Bryden:** Isn't that all the more reason, Mr. Minister, why you should publish the terms of access, so that not only members of the Legislature, but the general public, who do not have access to these files, I understand—

**Hon. Mr. Welch:** As I've indicated and I've been glad to put on the record, now that we're talking about this, I'd like to think about some way, with the staff to see whether it's possible to develop something that at least would be a little more than simply the two or three lines dealing with it. There may be very legitimate reasons why not, but I'll give it a lot of consideration to see what we might be able to come up with in that regard.

**Ms. Bryden:** Mr. Minister, if you continue with this policy of making grants to private clubs, I was suggesting that perhaps your priorities should go more to extending participation to other people who don't already have these facilities.

**Hon. Mr. Welch:** I understand, I understand. Of course, as the hon. member will appreciate, in response to the member for Niagara Falls, I see our involvement with these activities as, in fact, increasing participation. It may well be that more people are going to be able to curl in Niagara Falls, more people are going to be able to skate in St. Catharines, more people are going to be able to play badminton in

"X" and so on, because the facility is opened up. So you see it's not an either/or. It may well be that the wider participation could be accomplished by still following this procedure.

However, as far as fund-raising is concerned, I think it should be said I feel fairly strongly about the whole question of matching, because I think it does show some community interest and some community support.

Assuming that we're talking about a Wintario-qualified project, the fund-raising activities in the private sector that go around it—be it the selling of the chocolate bars or the selling of tags or the holding of a dance—now that Wintario is in it means that for many aspects of the program, every time they raise a dollar at the dance they really have two, because Wintario comes along with the other dollar. So there's no reason why we should be discouraging those types of activities.

Indeed Wintario has made those activities twice as valuable, once again assuming that it is an activity or a facility which would qualify under our programs and depending on the type of facility or program it is. I think that we should really keep in mind the necessity of having that type of involvement. I see nothing wrong with it. Our front doorbell in Niagara-on-the-Lake is rung quite frequently and there's somebody standing there with a bag of peanuts or a chocolate bar or a magazine subscription form.

I think that young people particularly who are getting the benefit of involvement in some of these organizations should have some responsibility to help toward it, and I think that's good for them. I think it's quite worthwhile. I sat with the hon. member—it seems a long time ago—with representatives of the Corpus Christi organization. I think we're now in a position to address ourselves to the application which they've been encouraged to submit with respect to equipment, and we'll get that processed as quickly as we can.

I think one of the problems we've had is the time we've had to spend to underline the fact that operating expenses don't qualify. There's no doubt when we first went into this program—if you needed any evidence that hockey was Canada's number one activity, you just had to drop into my office, which was here at one time, and see the applications we got from hockey clubs and organizations. Just no question.

**Ms. Bryden:** Is pool rental an operating

cost? Because here is a grant of September 9, Canadian Amateur Diving Association—pool rental.

**Hon. Mr. Welch:** That must have been for a specific event.

**Ms. Bryden:** Ontario Amateur Swimming Association—pool rental—\$15,000.

**Hon. Mr. Welch:** That would be for a specific competition, I imagine—a provincial competition of some kind? That's my guess, without knowing. It must be for a provincial competition and it would not be part of the expenses for the competition. I'm talking about ongoing—

**Ms. Bryden:** People see that in the press releases—

**Hon. Mr. Welch:** I understand.

**Ms. Bryden:** —and think that is operating costs.

**Hon. Mr. Welch:** I'm glad you've asked, because that could help us to make the distinction. Although we might understand it, how does the public out there interpret it? You see, the big expense which the hockey club has, no question—no matter where we are in the province—is the rental of the ice surface.

**Ms. Bryden:** Right.

**Hon. Mr. Welch:** There's no doubt that's creating a great demand on financial resources. But we've taken the position that from the standpoint of support of community organizations with respect to ongoing operating costs, this resource isn't available. In fact we have no resource available for that particular program, as far as the province is concerned. But rather, as we said to Corpus Christi, "Let's help you with respect to equipment. Let's talk to you about travel and some one-time situations and along that line."

**Ms. Bryden:** But you could buy a lot of ice time, Mr. Minister, with these large grants to private clubs.

**Hon. Mr. Welch:** No question. But what would happen to us—and I say this with the greatest respect—if we got every hockey club in the province hooked into us with respect to paying their operating expenses? Hockey is just one sport—we could get into all the others. Then you would see what we do to this whole concept of using lottery money for the continuing support of a number of activities. What happens if the lottery no longer is producing the revenues that is required? What happens, to go back to the philosophy principle, if—and there are some of us who feel very strongly. I don't see the lottery as a tax. It's a voluntary purchase, as far as I'm concerned. Someone goes into a

store and voluntarily picks up a ticket or whatever they do. Whether or not they would continue that is a personal choice. I feel very strongly—I share this as a fellow member of the Legislature—for any political organization that would see money from that source as part of its ongoing operation on the budget.

I think that's perhaps a compromise from the standpoint of some of the principles that some people have. I don't think that even having specific purposes justifies a lottery in the minds of some moralists. I understand that, and I appreciate that point of view. However, I think it is important that these principles plus the designation make it quite clear that the government is not seeing in this activity a revenue source for ongoing operations.

If we feel that way as far as our own operations are concerned, then we surely see that to make block transfers to municipalities would be a violation of that principle as well. Saying to the municipalities, "Here, we'll give you a slice of this money. It's for culture, recreation, sports and fitness, and is to be administered by your recreation department as part of the ongoing operations of that community."

We are really responding to applications. We need no advertising campaign to get applications in, and I think we've done a lot. That program's been very supportive of a large number of activities in this field which, I suggest, would not otherwise have been possible had it not been for the people who are playing the game.

I am interested in what the hon. member says. And this should be the last point, although I am sure that I must have missed many. Let the record show that if I've missed them it isn't because I don't consider them important, but I want to rush on. The last point is the motivation that may prompt the ultimate decision insofar as these grants are concerned. This minister is very concerned with the point that the hon. member makes. This is a very large resource. This is a resource which has grown beyond the estimates of the initial time. I recognize the concerns which he has expressed with respect to the discretion of this exercise.

That's why great care has been taken to list very, very well-worded principles. That's why the criteria are widely publicized and circulated. That's why it's quite clear that members of the Legislature should have access to these files at any time. That's a very important rule as far as I am concerned. That's why they're in these estimates. Quite technically, if the hon. member wanted to



really think about this for a moment, if the government had gone another route and has established these as trust funds in the very strict sense, they would not form part of the spending estimates of the province at all. They would have been simply deposited in trust and administered.

This minister and his colleagues said, "No. There should be some way in which there would be this constant review through the estimates procedure." Although they're designated funds to that extent, they're in the consolidated revenue fund. As you see by supplementary estimates and by these estimates, they must go through the normal procedure as a further opportunity and a further accountability insofar as the expenditures of these moneys are concerned.

The hon. member perhaps has already seen that same report to which I made reference to the member for Niagara Falls on the concept of municipal laundering of money. The preliminary findings of this study were filed in May of this year. It was by S. L. J. Smith of the Department of Recreation of the University of Waterloo. I take it this would be accepted as a very objective review of Wintario as he found it at that time. He is very careful to point out two things which I would share with the hon. member who quite rightly says, "This is a very large resource. Here is this ministry and this minister developing these criteria—what might be influencing him or the ministry with respect to geography or political affiliation and so on." And let's say it because that's what's alluded to.

I simply want to put on the record what Smith says in his report from the University of Waterloo. This was fascinating to me, because keep in mind that we were simply responding to applications as they came in. Nobody was out beating the bushes for applications. There were 200 or 300 a week coming in. And then he says this: "Three measures of the receipt of grants were mapped on a county basis. There are some interesting facts which can be noted but there is no immediately discernible nomothetic pattern to the distribution. Several imprecise ideas were explored, all with the same result—no significant correlations. Specifically the pattern shown in Figures 1 through 3 were compared to the distribution of population, population density, agricultural land, forested land, resorts and political representation. On the basis of median grant size, dollars per capita and numbers of grants per 10,000 population there is no significant correlation."

That's on page 3 of his report. On page

4 he volunteers this: "The political affiliation of various MP's in each region does not seem to be a significant explanation of the amount, number or size of grants a county receives. From our preliminary analysis it appears that 'politics' does not play a significant role in the distribution of grants."

I rest my case on that subject with him, keeping in mind that when these researchers use the word "significant" it means something more precise than our general usage outside of the research community.

Also, although I don't find him always supportive, I was encouraged in October of this year to find Jonathan Manthorpe in *The Toronto Star* saying that "... when Wintario was established, the rules for getting grants were tough. In fact, we were treated to the unusual sight of opposition members complaining not that the profits were being frittered away on useless projects but that many worthwhile schemes were dying for want of funds from Wintario. In its two-year history Wintario has been remarkably successful at avoiding scandal. Considering the amount of money it deals with and the number of grants it has given, this is quite an achievement".

I use that for whatever value attaches to it. But I must say it is encouraging to have that type of assessment. I think that the member raising the questions that she has really helps us to analyse our principles and our approach on what has been a fairly hectic time and a fairly extensive program.

Ms. Bryden: Thank you, Mr. Minister.

Mr. Kennedy: I just had a few points to raise, Mr. Chairman.

Mississauga, like other municipalities, has benefited greatly through approvals from Wintario. Three of them have come to my attention just recently: my colleague, Mr. Gregory and I attended an awards night for the Mississauga Track and Field Club awards—they had a very successful year both nationally and internationally; another one that is very active and gets assistance is the Mississauga Synchronized Swimming Club; and I have on hand something that I will be sending along to Wintario and that's an application and a piece of news as well—Mississauga city is going to start up a chapter of what was formerly the Toronto Chapter of the "Sweet Adelines."

So you see they are branching out and Wintario's played a role in that. I see their application is for risers—that's for equipment to assist them. So those are just a small cross-section of the help we're getting.

What I wanted to ask on one point was



about travel costs. In each instance in talking with the leaders and coaches of these projects, Wintario was limited to, in these cases, 50 per cent of the travel costs. I think membership in the track and field club per child to share and join is something in the order of \$90. They hold fund raising events and ticket sales and all this type of thing.

But out of their budget going up into the thousands of dollars they were able, with Wintario help, to provide assistance from Wintario for only two or three—half the cost—to send them to the Canada Games—in an amount of \$210. There are much larger expenses, as you can realize, such as the other part of the fare, meals and accommodation for several days and this type of thing. I know criteria have to be placed.

Along the same line, a letter went to the swimming club saying that under the present invitational category there is no assistance available for meals or accommodation costs. We understand this. But I am wondering, in light of the availability of funds and the commendable record of those who devote time and effort to these programs, if consideration could be given to raising the amount of funding for purposes that are now approved. Perhaps this would be a better route to go rather than adding on new items of eligibility, such as meals and accommodation. I can see it would be nice if they could have an all-expenses trip. We know that. I presume it is cut to the funds available. Would you have any comments on that?

**Hon. Mr. Welch:** The hon. member does raise a point that is worth commenting on. I'm looking at the loose leaf here. In making the allowance, I think it's for the actual costs of travel only. It does not include other expenses related to it, which I am sure add greatly to the cost of going to those particular events.

**Mr. Kerrio:** Couldn't you raise the old-timer's hockey allotment a little?

**Hon. Mr. Welch:** Do you mean raise it or reduce it?

**Mr. Kerrio:** I thought I would like to get that on the record.

**Mr. Kennedy:** They can hardly make it under any situation.

**Hon. Mr. Welch:** Let it be known the member for Niagara Falls want to give old-time hockey players more.

**Mr. Kennedy:** They need the help right out on the ice.

**Hon. Mr. Welch:** I can see the Niagara Falls Evening Review now: "Kerrio changes mind on old-time hockey."

**Mr. Kerrio:** It took me six months to stick-handle out of that one.

**Hon. Mr. Welch:** What the hon. member asks is whether or not we could review this with the possibility, in addition to the actual cost of the transportation, of providing something on account of meals and accommodation.

**Mr. Kennedy:** Or three-quarters of transportation or something like that, especially when they are paying all the other items.

**Hon. Mr. Welch:** I don't want to hold out too much for that, but since the hon. member asks us if we would review it, I would be glad to have it reviewed. Bear in mind we can't take just one out of 70 programs without seeing what the implications might be with respect to travel as such insofar as other areas are concerned. I would ask our committee to take a look at this travel in light of that. I will be glad to report back to the hon. member.

**Mr. Kennedy:** That's fine, thanks. I just had one other point. On equipment, have you broadened the approvals for equipment since the days of the athletic commission?

**Hon. Mr. Welch:** Oh, yes. You wouldn't recognize the present program by comparison. I don't minimize the previous program. It was a very popular program in its time but it was a program in kind. In other words, they actually sent out from headquarters lacrosse sticks, hockey sticks, pads and so on as resources would allow. For several reasons, not the least of which is to allow community groups to buy from suppliers in their own area, in other words, to have some local involvement in providing the material—

**Mr. Kennedy:** That's a good move.

**Hon. Mr. Welch:** —we now make the calculation on the basis of 50 per cent of what we decide would be a legitimate amount for the equipment being asked for and send a cheque for that. Then they match that and make their purchases in their home communities. That's a very popular one and is a great help to teams throughout the province.

**Mr. Samis:** That was very unpopular when it was the other way.

**Hon. Mr. Welch:** In some cases they got only a couple of sticks maybe but it also came from central headquarters. They have a little more flexibility this way.

**Mr. Samis:** Far more.

**Mr. Kennedy:** Can they go and make a local purchase there and send in invoices?

**Hon. Mr. Welch:** Yes. I don't know whether we even require invoices now. We satisfy

ourselves with respect to their amounts, make a calculation and send them 50 per cent. They're expected to have their invoices there when our friendly auditor arrives.

**Mr. Kennedy:** The role of the athletics commissioner obviously would have changed just by virtue of the point we've been discussing. Is it changing other than in that area? I haven't heard much about the role of the athletics commissioner.

**Hon. Mr. Welch:** The role of the athletics commissioner, from the standpoint of his administrative responsibilities as they relate to the Athletics Control Act, is still being performed by Mr. Wittenberg, the director of our sports services branch. He is designated by order in council as being the athletics commissioner for purposes of that Act.

The late Mr. Mackenzie, whom many of us would have known, when he was athletics commissioner, in addition to discharging those responsibilities, also had some responsibilities for the distribution of equipment.

**Mr. Kennedy:** Right.

**Hon. Mr. Welch:** That is no longer associated with that office and is part of the general Wintario program in the sports and fitness area.

**Mr. Kennedy:** The terms of reference of the commissioner still stand as previously?

**Hon. Mr. Welch:** Yes, the role of the athletics commissioner is still set out in the Athletics Control Act as it relates to boxing.

**Mr. Eakins:** I just have a couple of things which I want to mention. Mr. Minister, I have one problem in particular which I have written to you about. First of all, I want to say that I appreciate the comments of our critic and if I have some comments to make other than how he expressed them I am doing so as a private member, of course. I appreciate what Wintario is doing.

**Mr. Grande:** It's a split party.

**Mr. Eakins:** I support it completely. I just want to say, as far as Wintario funds go, I would make sure that Darcy McKeough didn't get his hands on five cents of Wintario money. I would keep it for the purpose for which it is now being operated.

**Mr. Samis:** That's a big split.

**Mr. Eakins:** First of all, I would keep it away from Darcy.

**Mr. Samis:** With Darcy you've laid a heavy on him there.

**Mr. Eakins:** I just feel that you should keep it away from the Treasurer, that's for sure. I want to say that I appreciate the work of the people who are involved in the ministry in the field.

**Mr. Samis:** We all agree.

**Mr. Eakins:** Quite often, through the ministries, you hear complaints if someone is not being courteous or is not giving service, but I want to say that I am appreciative, especially in the area that I represent through Mr. John Barrett-Hamilton, who I think is just an A1 public relations man and goodwill ambassador. Many snowy nights through the winter-time he has driven through storms, when he shouldn't have even been out, to keep a date with a particular municipality and attend meetings. I appreciate what he has done and what he is doing at the present time.

Also, I appreciate others such as Ed Belfry who has been most co-operative. We've also had the Wintario draw in the town of Lindsay a few weeks ago. Mr. Pollock was there and certainly he and his staff have been of great assistance and are good public relations people for the Wintario project generally.

We have a couple of arenas, as you know, built in my riding. There are one or two pending and I think for the riding, population-wise and size generally, we've been well treated by Wintario, certainly through libraries. This Saturday an aquarium which is heavily funded by Wintario will be officially opened. I hope that I can extend the good wishes of the minister at that. It's a project which wouldn't have got under way otherwise and we're very grateful for Wintario.

One problem which we have run into, and I've written to the minister about, is in regard to the payments of some large amounts, especially as it affects the townships. I'm thinking of the township of Mariposa in which two arenas were built. That is probably unique in Ontario but there is a good reason for that. When they had to meet their commitment and pay interest on the money there was a problem, which they brought to my attention. I would say it's quite serious for them because they had to pay out a lot of money, I would say, in borrowing and I would presume that you must have made some interest by keeping the funds in the ministry under your guidance.

**Hon. Mr. Welch:** Unfortunately, the Treasurer does have his hands on the interest.

**Mr. Eakins:** We'll have to speak to him.

**Mr. Samis:** You said "unfortunately."

**Mr. Kerrio:** When he finds out what you said, John, you're in trouble.

**Mr. Eakins:** Is there not some way that could be speeded up?

**Hon. Mr. Welch:** I will have to look into that. This cash flow problem is unfortunate.

**Mr. Eakins:** Every time we call it's a standard answer. It seems there is always some-



one at the other end of the phone with the standard quotation, "another six weeks."

**Hon. Mr. Welch:** That's what we're faced with in the ministry with respect to the requisition of cheques. We are telling people, on the basis of our experience, it takes six to eight weeks to get a cheque.

**Mr. Eakins:** But even when you call, it seems to be another six weeks. It is pretty difficult for a small township with very limited funds to live up to their commitment and still not have the cheques coming through from Wintario.

**Hon. Mr. Welch:** I'll check into that.

**Mr. Eakins:** Fine. That is the main point.

As far as future Wintario funding, the declining state of tourism is causing some problems across Ontario. Perhaps an accent should be given to supporting the applications from areas across the province, where they are having problems with tourism. Many Wintario contributions have certainly been helpful to the tourism industry.

**Hon. Mr. Welch:** Right, it's quite conceivable, depending on the area. But it's quite conceivable, within our present mandate of culture, recreation, sports, and fitness, to recognize that recreation has got its attraction as far as the tourist area is concerned. Let's not overlook historical matters, such as heritage conservation. People, in fact, are attracted to areas that are rich in historical resources, and the development of those is seen within the purview of Wintario. The point the member makes, as they would relate to the present mandate, is well taken.

**Mr. Eakins:** I think the move to decentralize some of your offices from Toronto and some of the areas—

**Hon. Mr. Welch:** Yes, you're served out of Peterborough office.

**Mr. Eakins:** Out of Peterborough now. I think that is going to be of great assistance.

**Hon. Mr. Welch:** That is one of the reasons why they opened the Peterborough office.

**Mr. Eakins:** I have no further comments except I would like to see the funding speeded up, and I want to express my appreciation for what Wintario has meant to the Victoria-Haliburton area.

**Hon. Mr. Welch:** Thank you very much, on behalf of myself and my staff, too. I appreciate your remarks.

**Mr. Chairman:** Mr. Samis.

**Mr. Samis:** I'll defer to Mr. Grande, Mr. Chairman and get it on the next round.

**Mr. Grande:** Thank you, Mr. Chairman. I didn't think we were going to take this long.

Three hours on Wintario is obviously not enough, next year we'll probably need a longer period of time.

Let me get into it very quickly.

First of all, I would like to talk on the comments the minister made on the political influence the dispersal of Wintario funds has. I'm not aware of that study. I have not read it. I take your word for being objective. I would think that if it was done by an outstanding academic, I guess all studies done by academics are objective, except there is no such thing as a study done without valued judgement wherein lies a fallacy in the whole scientific movement. You bring to it valued judgements, and if that person wanted to bring to it a valued judgement that no political influence plays part in the allocating of funds for Wintario, that's what the study will prove.

We've done a bit of a study.

**Hon. Mr. Welch:** It is so objective it made the headlines of all the Toronto papers.

**Mr. Grande:** We've done a bit of a study in terms of the political influence factor. I would like to share with you what we've found.

For example, of the grants that were committed or given out—that's another thing that I will come to—during this particular year, we find, even though all ridings received some Wintario funds, some had particular political influence on six ridings in the province of Ontario. Since when it comes to Metropolitan Toronto you won't really know in which riding the grant was given, whether it was influenced by one riding or another, we did the study outside of Toronto, where the boundaries are identifiable and the particular locality is within one riding. We found that six ridings received over the average number of Wintario grants. Those ridings are Cochrane North, Peterborough, Simcoe Centre, Sault Ste. Marie, and the two ridings in Thunder Bay.

I don't have to tell the minister what happened in those ridings. I don't have to tell the minister, in the case of Peterborough, and in the case of one of the ridings in Thunder Bay, what happened in the last election.

I am not suggesting this is the sole factor that did it. What I am saying is, when one takes a look at this information, one could conclude that might have had some bearing on the outcome. As I mentioned in my lead-off, I see newspaper reports, such as the one I mentioned the other day, that the minister, during the election campaign, went up to Timmins and granted approval for—what



amount was it?—\$262,000, and then gets his picture with the mayor and the president of that club in the local paper. Then the mayor, Mike Doody, thanks the minister, I quote: "Mayor Mike Doody thanked the minister, not only for the grant to La Ronde, but for the grants to the city swimming pool and golf course, the Mattagami Tennis Club, St. Dominic's church, the Porcupine Historical Society, and others." And he is quoted as saying, "I want to extend a complete overall thank you to the Ministry of Culture and Recreation."

Does politics play a part? When I look at this information, and when I look at some of the grants that are dispersed during the election campaign, one may be tempted to say, "perhaps, in a small way, it does play a part."

**Hon. Mr. Welch:** I would be very surprised, Mr. Chairman, if every one of those applications wasn't actively supported by the then member for that area.

**Mr. Grande:** Was actively supported by the member for that area?

**Hon. Mr. Welch:** I would be very surprised if Mr. Ferrier, the NDP member for that area, wasn't very active in promoting all those causes.

**Mr. Grande:** Mr. Minister, I am not suggesting to you that the reasons for the grants are not good reasons. I am not suggesting to you that that particular club ought not to have received a grant. That's not what I am saying. What I am saying is, should the grant have been approved or given at that particular time?

**Hon. Mr. Welch:** It should be given when it is ready. You do Wintario a great disservice by implying this, Mr. Grande, a great disservice.

**Mr. Grande:** Well, that's not the only thing. As I mentioned earlier in the lead-off, during the election campaign the city of Toronto received around 15 or 16 grants, dated by the minister's letter of May 2, 1977. Does politics play a part in it? As I said also in 1975, the people that were here talking about these estimates were saying to you very clearly don't be tempted. I am going to compile this kind of evidence and I am going to keep compiling it because I just want to see and prove to you that it does make a difference.

**Hon. Mr. Welch:** What kind of research is that when you have made up your mind that you are trying to prove and then run around looking for it?

**Mr. Grande:** I am saying to you, in other

words, that I am looking for that information. Whether it will prove it or not, let me state, remains to be seen.

**Hon. Mr. Welch:** Out of 12,000 successful applications, I doubt if you could find my picture presenting more than a dozen of them and that was only because I happened to be in the area at the time. You will find this minister has been very deliberate in avoiding that sort of situation. I simply want to say—and it has got to be on the record—that an extension of the point which the hon. member makes is to involve my staff in some complicity with respect to this. I am satisfied we do nothing in this but respond to applications that have come in. Whether or not the application is successful is the result of an evaluation against very strict criteria.

As a member of the Legislature, you are invited to come in and look at any of these files and you will find out how they are dealt with. Should these people be denied an affirmative response to their application because I am going to be faced a year from now by the member for Oakwood saying, "You only gave this in that particular area because you wanted to change it"?

**Mr. Grande:** As you are well aware, no doubt, I have taken you up on that and I am going to continue doing that work. I am going to continue to monitor it very carefully. Let me leave that particular point. The minister brought on that particular study which demonstrates that—

**Hon. Mr. Welch:** No, I didn't.

**Mr. Grande:** As I said, I did not read the study. I will read the study and I will compile other information. Whether it proves the point or doesn't prove it remains to be seen.

**Hon. Mr. Welch:** Let it be said this is not my study. It is somebody's who thought he would like to go into it and published this study. It got into the newspapers, more for the municipal laundering in one incident than for anything else. But there it is for anyone to read.

I grant about 100 successful Wintario grants a week. I am simply asking the member, from the standpoint of fairness to the people of this province, should I stop that process during a five-week election campaign, and hold up 500 people with respect to their grants because I am going to be worried about the member for Oakwood saying I was playing politics within a process that under normal circumstances would entitle these people to their money? I mean

really? I am quite satisfied that it is very objectively done and I am quite satisfied about any objective review of the files. I am really not worried about the issue. But I think, in fairness to my staff, I should make the points I have made.

**Mr. Grande:** You don't have to worry about what the member for Oakwood does. The member for Oakwood knows full well what he does and he will do what he thinks ought to be done.

I want to move on. It was also mentioned in terms of this study that the ministry conducted through the Ministry of Government Services at the request of the Ministry of Culture and Recreation about restructuring the whole Wintario personnel. Very briefly, I asked the question in the Legislature and the minister said he was going to find out whether he could give me a copy of that. The day the estimates began I got a letter from the minister stating that obviously he is not going to give us the report.

I don't know what is in that study. If you say you are not going to give me a copy of that report, that's fine. One of my fears is that we are going to go through what we went through a year and a half to two years ago with the move of the generalist people you have in the ministry within Wintario. You threw the whole organization into dithers and into utter confusion. I hope this is not going to happen with this particular realignment or change you are anticipating.

**Hon. Mr. Welch:** Does the hon. member feel that my field staff should not be generalists? That they should not be equipped to handle the whole range of administrative programs in the various areas? That the field staff should be specialized?

**Mr. Grande:** What the member for Oakwood is saying: When you want to move in a different administrative direction it should be incumbent upon you to give those people lead time in terms of adjustment. My understanding is you got involved in this when the Wintario grants were coming in by leaps and bounds and it threw everybody into utter chaos.

**Hon. Mr. Welch:** The pressure on our staff was fantastic. I don't deny that. I would never want to miss an opportunity to commend those who worked with me, to cope with what this new funding source generated in the way of demands. There is no question about that. It was a fantastic thrust as far as the ministry was concerned. However, that's related to the introduction

of the Wintario grant program. It came at a time not long after we had established this ministry with all its adjustments. I suppose those two things coming together must have resulted in a great deal of pressure on staff, who responded very loyally and very well.

**Mr. Grande:** Would you, in future, make sure that there is a kind of transitional stage, as opposed to one particular day within a two-week time frame? This should be realigned.

I want to pursue the topic of profit-making in private clubs that have received a commitment from you for Wintario funds. The list is long. When addressing yourself to the question from the member for Beaches-Woodbine on the order paper, you indicated it would take too much time and energy in terms of staff time and you could not answer this question.

I have investigated some of these private clubs. I want to go through with you and relate them to your objectives—what do you call them?

**Hon. Mr. Welch:** Principles.

**Mr. Grande:** Your principles for Wintario. My point of view may differ from that which you expressed an hour and a half ago. Your point is you want to unlock some of these facilities so that the public can have access to them.

My point of view differs from that; differs considerably with regard to these six Wintario principles you have. It would be better for you, and save some of the embarrassment the ministry has gone through and is going through, giving money to these private clubs. You could give the money to the private clubs if you could—so to speak—privatize Wintario.

The dedication principle was fine. I would disagree with the Liberal critic, because the kind of money you're raising from Wintario, or the province is raising from Wintario, after it is dispersed, you don't have enough to address yourself to the cultural and recreational needs of this province. I am not worried about that kind of criticism. I think something should be said in terms of your ministry creating this negative criticism for yourselves. That's what you are doing. When people see that \$50 million, or \$60 million—whatever amount it is—still has not been given out, granted to people, what the people were saying was "Let's put that money to good use." The hospital issue comes up and the social services issue comes up, and one of your own members from Thunder Bay is saying we should put out money to create employment. Wow. How long the list would be.



The Treasurer of this province would enjoy nothing more than to get hold of that money and use it for cash flow purposes and other kinds of purposes. Let us assume that certain of this Wintario money would be provided for hospitals. Who is to say that Darcy, in his wisdom, in the estimates next year would not cut the Health ministry budget by exactly that same amount?

It's an exercise in futility. You put it in one way and Darcy will take it out another way. Given Darcy's commitment to the Edmontonton commitment, I really don't believe anything that Darcy McKeough does. I believe that everything Darcy McKeough is going to do is going to change to suit the needs of Darcy McKeough and to serve the needs of the government at this particular time.

I dismiss that kind of argument. I really do. I'm suggesting the serious problem there is the fact that you yourself and this ministry, in terms of dispersal of the funds, are bringing those negative criticisms upon yourselves.

One of those criticisms is the direction you're taking with the private clubs. As far as my reading is concerned, from every corner of the province people are getting up in arms and saying money should not be used in that way. I happen to agree with them. If you want to unlock certain time or certain facilities from the private clubs, if you want to give money to private clubs, I'll suggest to you that you will say to the private clubs, "You go totally public. If you do not commit yourself to going totally public, you will not have Wintario funds."

This thing about one hour of prime time or other little portions of time is really meaningless. The non-dependency principle plays a tremendous role in your decision to go to private clubs and to grant money to private clubs. In essence, you're really worried about that dependency, that dependency role or that dependency that might result with groups so that next year they will be coming to you saying "We need money for operating expenses."

What you're saying, in essence, is if we give money to the private clubs, for sure they're not going to come back to us for money for operating facilities or for operating expenses. By going in that direction you eliminate an embarrassment. You eliminate the criticism of you by the municipalities that you're distorting their priorities. So you say, "Let's not distort the priorities of the municipalities, let us go to the private clubs and thereby eliminate all this criticism."

The non-profit principle is one which you attempt to explain in this memorandum. You would have a tremendous amount of explain-

ing to do to me in terms of showing to me precisely how a particular profit-making enterprise can receive money from Wintario and say that the non-profit principle applies.

I'm thinking particularly of Saturday Night magazine. It is a private, profit-making enterprise. It publishes that magazine, albeit an art magazine, a cultural magazine, but it publishes it with the express purpose of making a profit. Whether they make a profit or not is not the point. The point is that it is a private, profit-making enterprise.

On the accessibility principle once again, I'm glad that you stated to the member for Cornwall (Mr. Samis) that you're going to take a look at it very seriously in terms of making public the different terms of agreement each private club has with the ministry. As far as I'm concerned, every private club has different terms stated in that letter. When you say in this memorandum that you rely upon the press, that you rely on the people in the community to tell you whether the private club is living up to its commitments in the letter of standing—in the letter you have contracted with them—how is the public to know if the public has no knowledge of those particular commitments that have been made?

How are you going to know whether that private club today will stay open for the hour, or for the time you have specified in the contract, or that in two or three year's time it no longer will do that?

The beautiful part about this memorandum is that you said, "By gosh, if they don't do it, we'll take them to court. We're going to get our money back one way or another."

May I suggest to you that going in this particular direction with private clubs is a totally wrong direction? No matter how hard you try, private facilities are going to remain private facilities in this province. The people who have those private facilities might in a letter say to you whatever you want so that they comply with your granting them the money. That does not necessarily mean the attitude exists to allow for public accessibility in its true form. I strongly say to you, "Get out of it, stop making these commitments to these private clubs. It's the wrong direction you're going in, leave it." Certainly there are many other kinds of things you can properly use Wintario money for and expend Wintario money on.

The reason you make the point regarding forcing these clubs to live up to their commitment—that you're going to take them to court—is to show people out there, "Don't worry. Don't worry, the public money is well protected." I'm saying to you that pub-



lic money is not protected because the public doesn't know how you're protecting it. If the public doesn't know, I repeat, how can you rely on the public to tell you that that particular private club is not living up to its commitments?

I intended to bring and to talk about a lot of these clubs. The research I've done goes into at least seven or eight private clubs that have received money, and the accessibility and the profit-making principle do not—do not—apply. In other words, they are sort of *carte blanche* exemptions.

Suffice it to say, I really and truly believe that you are definitely going in the wrong direction. I hope you will address yourself to that and stop playing the game of taking these people to court to get the money back. I understand right now you are taking somebody to court or you're forcing one club—in Ottawa, I believe—to give you back the money. That expends a lot of your time, a lot of energy for you and your staff, so I am saying to you, "Forget that direction. Leave it. Go and do something else."

**Hon. Mr. Welch:** Mr. Chairman, I know we're approaching the completion time. If I may, I just want to make one or two quick observations. I appreciate what the hon. member has said. I understand that what he is really saying is, "You've got an excellent program, talking about the program generally speaking, with a large number of resources going to very worthwhile causes, designated as they are." You're inviting us to say, "Why are you flirting with this type of criticism, to see a program which has overall benefit be subjected to this type of criticism?" I appreciate what the hon. member has said. I understand that.

Before I forget, I hope the fact that we'll soon be completing these estimates will not prevent him from sitting down with me to go over the private club research which he's done. I'd be very glad to set aside some time and go over some of these matters which he has researched with him, so that we can see whether there are any problems there that should be corrected and if there's anything that we can learn from his research. So I hope the fact that we've completed the estimates won't prevent that happening. I'd be glad to do that.

As I say, I appreciate the spirit of the comments, but the difficulty that comes will be in one of definition of what we mean by a private club. I invite comments, and we'll discuss them some other time.

The difficulty that comes with this whole matter can be illustrated with this question: Is the YMCA a private club? You've got to

join. There's a program involved with respect to it. I venture to say that if you were to think about that for a moment, the last thing that would come into your mind would be that it may be a private club. When you get into this concept of membership, are our ethno-cultural clubs around the province private clubs? And if they're private in that sense that they're not public, because there has to be a membership or has to be terms of admission—

**Mr. Grande:** Exclusive membership. Let's put it this way.

**Hon. Mr. Welch:** But the point is, I think the hon. member sees now. In the same way that I do appreciate his point, surely, he is not inviting me to stop dealing with ethno-cultural clubs because they are "private" in the sense that they're not public?

The hon. member makes reference to Saturday Night. I think there's no question that one would appreciate that Saturday Night has an outstanding reputation in the cultural life of this province and this country. We were faced with an organization that was about to go out of business. The mail strike had really completely frustrated its subscription campaign, and we believe that to see that magazine cease publication was not in the public interest, was not to the public good. We were motivated by that particular fact. If I produce another one I will overdo the testimonials, but certainly as a result of our \$60,000 and their \$90,000 or some such combination—

**Mr. Grande:** Your \$90,000.

**Hon. Mr. Welch:** They put more into it than we did. They were able for the first time to show some black ink and therefore survive. I think that was in the public good. I don't think any individual on that board of directors is going to find a five-cent piece going into his pocket as a result of it.

But I think we have to sit down and really analyze this. You're inviting a very interesting consideration as to whether or not this criticism involved in these few files is worth putting up with if it's going to mar the overall good of the program. At this point I'm quite convinced that the principles that motivate our being in it are very legitimate. I've shared them with you: I shared them with you in a memorandum of October 26 and I shared them with you in some detail tonight. I happen to believe in that.

I would rather try to find ways to really make it work, really make sure that people better understand it, which makes it very relevant for me to take into consideration your suggestion and that of the member for

Beaches-Woodbine (Ms. Bryden) who says, "Maybe you'd avoid some of this problem if you shared some of the criteria, shared some of the reasons or some of the conditions under which public access was to be made possible." So on that positive note, I think that we do owe it to the members of the House to take a look at one or two of these suggestions to see how they might work out. You sure can't fault us for having the best intentions in the world to make the program work and to also preserve these assets for these purposes.

I apologize to the committee, Mr. Chairman, because I know that you want to complete this.

**Mr. Kerrio:** We thought your timing was perfect.

**Mr. Grande:** It's just that the minister did not give me an answer to the lead-off and I would like to follow this up. In regards to the press releases that you sent out, again, I did a little bit of work in a two-week period sometime in August, and, I believe over \$5.5 million was committed. You are the first one to say that those funds that are committed are not necessarily money paid out.

**Hon. Mr. Welch:** That's right.

**Mr. Grande:** Would you undertake on a monthly basis to send out a press release of the money that you do send out? That first press release, unfortunately, is of no value to me and to the public in terms of assessing what's going on in Wintario.

**Hon. Mr. Welch:** Does the hon. member not think that might be a bit confusing? You would have one press release talking about conditional commitments and another one actually talking about cheques that have gone out. The word "to undertake" is a fairly strong word; it's a word I would take very seriously. Notwithstanding practical difficulties, I'd rather take a look at what that means from the standpoint of information to the public. I'm not trying to hold any information back. With most of the news re-

leases that are going out, we usually wait for a number of approvals to gather and then to, say, the region of Niagara we would send them all out in a package, maybe 10 or 12 would go together.

**Mr. Grande:** I understand that.

**Hon. Mr. Welch:** Say that the Wintario office announces the following conditional commitments, none of which, I suppose, would have any money yet, or rather it's not very likely that many would have it. Now you're saying that sometime later we should send out a release saying that six of those got cheques or something. The difficulty is that then we may be accused of trying to get more publicity out of the same grant. I don't know. I can't give you an undertaking, because I don't know how—

**Mr. Grande:** But you're getting publicity out of the grant that you haven't paid out.

**Hon. Mr. Welch:** No, we're getting publicity out of the commitment. I can't give you an undertaking without really studying what the practical applications of that would be.

**Mr. Chairman:** We've tried to be as generous as possible. Mr. Grande, the minister has made it very clear that he's quite willing to sit down with you and talk matters over on which you may have differences of opinion. At any time that's convenient to both of you he would be willing to meet you and give you all the information that you're trying to get.

Items 1 and 2 agreed to.

Vote 2908 agreed to.

**Mr. Chairman:** That completes the estimates of the Ministry of Culture and Recreation, including the supplementary estimates.

**Hon. Mr. Welch:** Thank you very much, Mr. Chairman, and members of the committee.

**Mr. Grande:** We'll get together again, no doubt.

The committee adjourned at 5:35 p.m.

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 Cooke, D. (Windsor-Riverside NDP)  
 Eakins, J. (Victoria-Haliburton L)  
 Grande, A. (Oakwood NDP)  
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 Van Horne, R. (London North L)  
 Villeneuve, O. F.; Chairman (Stormont-Dundas-Glengarry PC)  
 Welch, Hon. R.; Minister of Culture and Recreation, Deputy Premier (Brock PC)

**Ministry of Culture and Recreation officials taking part:**  
 Belfry, E., Associate Manager, Capital Support Unit, Arts Division  
 Bratty, Ms. L., Co-ordinator, Community Information Services  
 Finlay, J., Youth Program Co-ordinator  
 Roedde, W. A., Director, Provincial Library Service  
 Secord, R., Executive Director, Sports and Fitness Division  
 Vellinga, Mrs. E., Manager, Leadership Section, Special Services Branch  
 Wittenberg, R., Director, Sports Services Branch





No. S-36

# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Supplementary estimates, Ministry of Education



### **First Session, 31st Parliament**

Monday, December 12, 1977

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

MONDAY, DECEMBER 12, 1977

The committee met at 3:29 p.m.

## SUPPLEMENTARY ESTIMATES, MINISTRY OF EDUCATION (continued)

**Mr. Vice-Chairman:** I see a quorum, ladies and gentlemen; so we'll get started. Mr. Villeneuve, the chairman, was snow-bound wherever his home is and he couldn't catch the proper train. He's coming later; so he asked me to start off for him.

We're considering the supplementary estimates of the Ministry of Education, dealing with certain aspects of the teachers' superannuation fund. If the minister has an opening explanation of this \$102 million that he wishes to make before we start the questions, he may proceed.

On vote 3003, services to education program; item 4, Teachers' Superannuation Commission:

**Hon. Mr. Wells:** Mr. Chairman, let me just explain what this is all about and perhaps it will provide a background for the questioning.

These supplementary amounts we're being asked to vote now are extra to the 1977-78 estimates for the Teachers' Superannuation Commission which we approved when we considered the estimates in the early part of July. They come about because of the receipt of this report, the actuarial report on the Teachers' Superannuation Fund as of December 31, 1975. It was prepared by Eckler, Brown, Segal and Company Limited, and Mr. Sam Eckler of that firm is here today, along with Mr. Causley of the Superannuation Commission and Ethel McLellan, our assistant deputy minister, who is also on the Teachers' Superannuation Commission. As a result of this actuarial report, which was completed June 30, 1977, and received by us on July 27, 1977, and therefore by the government at that time, we are required by regulation of the Pension Benefit Act to take certain action indicated in this report. In other words, the regulations under the Pension Benefits Act say you have to do certain things when you have one of these valuations, and this valuation indicated we had actually to put more money in certain

areas than was already being put in the fund.

The amount of money: First of all, there was the \$3,283,000, which is the payment of interest on the initial unfunded liability of the teachers' superannuation fund established as of January 1, 1965; that is, the initial unfunded liability, which stands at \$328 million. That means, in layman's language, all things being equal, for the fund to be completely viable there should be another \$328 million put in it. But it was possible at some point in time for the fund to be valued and for that \$328 million to be accepted as the initial unfunded liability. It's not incumbent upon us to put that \$328 million back in, but it's incumbent each year to pay the interest on that amount of money into the fund. The interest heretofore had been calculated at six per cent. It now is to be calculated at seven per cent as of the statement in this actuarial report so that the \$3,283,000 is the raising by one per cent of the amount of interest on that original unfunded liability of \$328 million.

**Ms. Gigantes:** Can I ask a question on that?

**Hon. Mr. Wells:** Yes.

**Ms. Gigantes:** If I take \$328 million and look at it and say, "What is \$3,283,000 on that?" it's 10 per cent.

**Hon. Mr. Wells:** It's one per cent.

**Ms. Gigantes:** It's one per cent. I see. Okay. So that's a yearly payment you make on that unfunded liability?

**Hon. Mr. Wells:** Yes, we have to make a yearly payment on it that will henceforth be calculated at seven per cent rather than six per cent.

**Ms. Gigantes:** And it will be the same amount every year?

**Mr. Van Horne:** Can I just hang on to that for a moment?

**Hon. Mr. Wells:** Yes. Maybe it's just as well to look at them as three separate items anyway, Mr. Chairman, then we can go to the other business, because they're not directly connected.

**Mr. Van Horne:** There's a statement that appears in the teachers' superannuation fund



statement dated December 13, 1976, which I think I understand, but I would like to say it out loud and ask you if I have the right understanding. It's a part you have covered.

"The Pension Benefits Act of Ontario requires the employer to maintain the actuarial unfunded liability at its December 31, 1966, level." That's what you referred to as the \$328-million level. "Accordingly, the province of Ontario is required to pay into the fund \$41,610,507 per year from 1973 to 1989 inclusive and \$19,696,920 per year thereafter." Then it goes on to say:

"Experience deficiency payments of \$20,-203,800 received prior to December 31, 1975, have been deemed unnecessary and the resulting overpayment has been applied to reduce the 1976 unfunded actuarial liability payment to \$21,406,770."

If you add that \$21 million to the earlier-mentioned \$20 million, that brings you back to the \$41 million that should have been paid. I'm not sure, however, that I understand the term, "experience deficiency payments."

Hon. Mr. Welch: Maybe the best way, if it is agreeable to the committee, would be to have Jim Causley explain exactly what it means.

Mr. Causley: The experience deficiency is a deficiency that arises as a result of the valuation and has to do with the experience of the fund. It's separate from the initial liability which was set up when the Pension Benefits Act came into being in 1965. The experience deficiency you're talking about was one established at the last valuation of the fund and it was discharged before this year was up.

Mr. Van Horne: So your last valuation would have been in 1974. Is that correct?

Mr. Causley: It would be 1972, three years previously.

Mr. Van Horne: This was supposed to have been every three years and this is 1977—

Mr. Causley: But this valuation is for 1975.

Mr. Van Horne: That's where my confusion is. It says "received prior to December 31, 1975" in the statement. Is that what it means?

Mr. Causley: Yes.

Ms. Gigantes: Does that mean this figure, of \$5,865,000, will be an annual payment based on that valuation?

Mr. Causley: That arises out of the new one and will be paid for the next five years.

Ms. Gigantes: The same annual amount?

Mr. Causley: Yes, and it has to be discharged in five annual instalments, whereas the other one has to be in 15.

Hon. Mr. Wells: I suppose it should be said here that the only thing that could change that is that it is the intention of Management Board to have annual valuations of all the government pension funds done some time in the near future.

Mr. Van Horne: Isn't that what I asked in the House about three or four weeks ago? The reply came back that you weren't sure, or cabinet wasn't sure, it would be needed. Now you are saying it is going to happen.

Hon. Mr. Wells: I gather it is going to happen. It's an administrative procedure of the Management Board. They want annual valuations now.

Mr. Van Horne: Which is what we asked for.

Hon. Mr. Wells: It is what you suggested, yes.

Mr. Van Horne: Well, suggesting or asking for it—you wonder why we get riled up the odd time. We end up playing with words. I am not trying to attack you but I really do want to get an understanding of this.

Hon. Mr. Wells: At the time I didn't have any indication Management Board was asking for annual valuations but I now understand it is.

Mr. Van Horne: That is good news.

Hon. Mr. Wells: It is good news on the one hand; on the other hand, they cost \$50,000 each.

Mr. Van Horne: But look at the amount of money we are considering here. The other factor, if I may continue, is that what appears on the surface to be a troubled situation may not necessarily be so. That is how it is perceived by a lot of people in the profession and others who look casually at a headline or a short story in the paper. You don't want that impression left in the minds of the teaching profession or the public any more than I or members opposite.

Is that not a fair statement? If you are spending \$50,000 a year to do that, it needs clarification.

Hon. Mr. Wells: It depends what kind of clarification you mean. If you mean there is a troubled situation, no, there isn't a troubled situation; the fund is sound. If you mean there is a troubled situation insofar as we have to find massive sums of money to

put into the fund each year, yes, we do have a troubled situation, because an annual valuation isn't going to save you any money. All it is going to do is update it a little more quickly and that \$5,865,000 may rise to \$6.5 million or so forth more quickly. In other words, you won't put that into it until you get the next three years' valuation; you will have to keep changing as soon as you get each annual valuation. Unless something drastic happens—and I don't see any downward trend in those figures; there is no downward trend coming—you will just know the amounts a little more quickly.

**Mr. Van Horne:** The communities will understand that, although it will not necessarily be palatable. You see, they thought they had an understanding through Mr. White, the Edmonton commitment and a whole lot of things.

**Hon. Mr. Wells:** You are really confusing two things. What we are talking about here has nothing to do with whether or not you count superannuation fund payments in the Edmonton commitment.

**Mr. Van Horne:** In the final wash I don't know how you separate them.

**Ms. Gigantes:** It's not there in the legislation and this is.

**Mr. Van Horne:** I don't want to get away from superannuation funds, but I'm digressing and I apologize for that.

**Hon. Mr. Wells:** That's another way of deciding where you get the money from. What we're concerned about here is the amount of money. The point about annual valuations is a valid one. It has been the decision of Management Board administratively to ask for these now, for all the funds, and it will bring these amounts up to date but I can't see it meaning there will be any saving in money. It will just mean these amounts will go up a little more quickly and a little higher earlier.

**Mr. Causley:** It may not even change the amounts that go in, because they'd have to be filed with the Pension Commission each year if you're going to do that and it isn't the idea to get a full valuation every year.

**Mr. Van Horne:** We're not confusing the issue, because I can recall reading somewhere that aside from the valuation every three years there was to have been an annual internal valuation. Is that not true? Am I dreaming that?

**Mr. Causley:** This is what is going to happen in between the three years; it will be an internal valuation, which will be available to the government.

**Ms. Gigantes:** On the same question, we have had a payment going in under the experience deficiency based on the valuation of 1975, an annual payment of \$5,865,000. This is based on a valuation that is done once every three years, but the payment schedule is in five annual instalments. How does that work? There must be overlap from one period to another.

**Mr. Causley:** Yes, there can very well be an overlap. In the next three-year period, the next valuation may indicate a further experience deficiency which has another five years; so you would have this and another payment as well, or it could be reduced but this—

**Ms. Gigantes:** When we had estimates in the summer, was there a payment of the previous—

**Mr. Causley:** There was no experience deficiency—

**Ms. Gigantes:** For that period?

**Mr. Causley:** That's right.

**Ms. Gigantes:** I see. When you talked about this payment as opposed to the other one, which was a 15-year adjustment, which other one were you talking about?

**Mr. Causley:** That's the \$93,677,000. That is the experience deficiency, which is over a 15-year period rather than five years.

**Ms. Gigantes:** Can you explain the difference between those two?

**Hon. Mr. Wells:** It's not an experience deficiency.

**Ms. Gigantes:** Okay.

**Mr. Causley:** The \$5.9 million is the experience deficiency, the other is the extra initial unfunded liability which arose out of the 1975 valuation, and it has to be liquidated with 15-year payments as against the experience deficiency which has to be liquidated in five years.

**Ms. Gigantes:** This item would change again with different valuations?

**Mr. Causley:** Yes, but these payments must go on to their full period. Whatever happens in the next valuation will be added on or subtracted.

**Ms. Gigantes:** Okay. Thanks.

**Hon. Mr. Wells:** Let me say this to you, because I think we all want to be very clear and, as the member for London North has said, to have the feeling of the people out there consolidated and affirmed as much as possible on the operation of this fund.

It seems to me that the feeling out there is that some of the assumptions upon which the valuation is done are not accepted. That's



really the crux of the matter and that's what we have to have some further discussions about. I'm going to have some discussions myself with the teachers' federation, because what we have to do is have an agreement on the assumptions used to do the valuation.

Mr. Eckler and his firm can do the evaluation but they have to work on certain assumptions. It's my understanding that Management Board has laid down certain criteria and assumptions for all these valuations. The question where I think there's a little doubt is whether those assumptions are the right assumptions. I don't know what the assumptions are and I don't know which ones they have doubt about. That, to me, is where some of the feeling has come from the members of the profession.

[3:45]

They say, "Oh, you have to put all this money in based on the kind of actuarial study you've done, because of the assumptions you had to make in the study." They would like to have some discussion about the assumptions and we're going to do that ourselves, myself with the OTF, and I'm sure that when we get them down here you can have a talk with the members of the commission about that too. Then you're getting into a pretty complicated area and I suppose, unless you're an expert in pension plans and actuarial studies, it's hard to know whether the assumptions are right or not.

**Ms. Gigantes:** Does this item of \$93,677,000 relate to the government's required input as the employer?

**Hon. Mr. Wells:** No, no. If I'm wrong, Mr. Causley, you can correct me in this, but I think what that relates to is that you take all the assumptions and you have to figure out what is the unfunded liability of the fund; in other words, each year you have the employee's contribution and the employer's contribution, then you have all the money in the fund, and then you take all the criteria for paying the money out. In simple terms, if you had to pay everything out tomorrow you would have to have enough money to pay it all out.

Therefore, when you do take all those assumptions, there is an unfunded liability. There is a large sum of money that should be there that isn't there. The \$328 million is the initial unfunded liability and when the Pension Benefits Act came in—and this is all operating under the rules of the Pension Benefits Act too—the \$328 million was there in the first place and you were not allowed to put the \$328 million in; but now, when you do this actuarial study, that sum comes

to a much greater amount than \$328 million; it comes to \$800 million. That is the amount of unfunded liability. You can deduct the \$328 million, but you can't be forgiven for putting in the rest of the amount. However, you have 15 years to do it. You have to take the \$328 million off, take the rest and then put it in over 15 years.

**Mr. Eckler:** It's \$1.4 billion.

**Hon. Mr. Wells:** I'm sorry; it's \$1.4 billion. You take the \$328 million off that and then the rest of it is what you have to put back in over 15 years. You have that initial unfunded liability, then you have the unfunded liability. That's all operating under the rules of the Pension Benefits Act. Again, some people say that government plans didn't have to operate under those rules. You don't create good credibility with the public sector if you operate your pension plans on different rules than they have to operate under, so we've taken the position here that we should operate the government pension plans under the same rules as the private ones operate under. As you know, most provinces operate their public service pension plans on a pay-as-you-go basis. In other words, they don't worry about any of this funding.

**Mr. Eckler:** They worry about it. They're beginning to worry about it now, to the extent that Saskatchewan has dropped its plans—

**Mr. Vice-Chairman:** If we have input, I think we should put it on record for future reference; so would the gentleman come up to a microphone? I think other comments should be on record here.

**Hon. Mr. Wells:** I was just talking about the other provinces and Mr. Eckler was just indicating what other provinces do. Perhaps you could just indicate that, Mr. Eckler.

**Mr. Eckler:** Many of the other provinces have no funding at all for their pension plans. Some do. Ontario is one of the more conservative ones in that area. British Columbia has, Manitoba has, Nova Scotia has, Quebec—I don't know. The balance of the provinces have very few funds for their public sector plans, to the extent that Saskatchewan recently has made some major revisions in its public service superannuation plan to move away from the kind of defined-benefit plan it had before—a rather good one, very much like yours in your public service—to what we call a money purchase plan, where the benefits are considerably different.

**Ms. Gigantes:** How different? Lower?

**Mr. Eckler:** It's hard to tell. It depends on how much money you put in. This has come



in as a result, as many of you know, of the New York fiasco.

**Ms. Gigantes:** If you had a similar plan in the private sector, would you have the same kinds of unfunded liabilities and the need for changing—

**Mr. Eckler:** Yes, you'd have the same situation with the private sector with this addition: they don't have the concession that was granted the public sector plans in Ontario under the Ontario Pension Benefits Act to freeze the initial unfunded liability on January 1, 1966, in which all that's required to pay is the rate of interest on that in perpetuity. A private plan did not get that concession.

**Ms. Gigantes:** So that is a concession that's given to a public sector program, presumably because it has the backup resources of government.

**Mr. Eckler:** I suppose that's one of the reasons.

**Hon. Mr. Wells:** It was probably given because the government didn't want to pay in those huge sums of money when the Pension Benefits Act came in.

**Ms. Gigantes:** That's what I'm thinking.

**Mr. Van Horne:** I'm just not sure how fair it is to compare Ontario with those other provinces if the government is using the money in a different way.

**Mr. Eckler:** I'm making no value judgments.

**Mr. Van Horne:** Okay. You're making a statement of fact.

**Mr. Eckler:** I'm just making a statement of fact.

**Hon. Mr. Wells:** I don't think it matters how the money is used after, because although this province borrows the money back, it's borrowed back in government bonds and it's treated in the same way as a debt or liability of the province. It's not used in a special way. It's easy to borrow it. Nobody's going to say, "No, you can't borrow it." It still has to be paid back and interest has to be paid on it and so forth. It's not taken. I feel that some people out there feel that somehow the money is just shifting around and really is not going into the fund.

**Mr. Van Horne:** And that there will be no accounting for it.

**Hon. Mr. Wells:** Yes, and that there'll be no accounting. Of course, that's not right. It's all in government bonds and it all has to come back; it's just as if the government had borrowed the money on some bond market. It's just that it borrows its own money and

pays the interest on it because these funds are there.

**Ms. Gigantes:** Could I pursue again with Mr. Eckler for a moment? If you had a similar kind of plan in the private sector and you started out with an initial payment for the unfunded liability of \$328 million, and you got to a new valuation in December 1975 and found out you needed more money than that in the account, would that be worked out over a 15-year period?

**Mr. Eckler:** As Mr. Causley pointed out, if it's an experience deficiency you have to work it out over a five-year period. If it's an increase in the unfunded liability that might have arisen from change in benefits—retirement provisions, benefit scales et cetera—you're allowed another 15 years for that. If it's an increase in deficiency that has arisen from lower interest earnings than you expected or from higher salary increases than you expected, we call that an experience deficiency and that normally has to be amortized over five years. There has been a major liberalization in that area just within the past year by the Ontario Pension Benefits Commission, a rather technical change that we refer to in the report at some length, where you are permitted to amortize part of that over a 15-year period as well.

**Ms. Gigantes:** So, in essence, the regulations for looking after the accounts on these two items are the same in the public sector and the private sector?

**Mr. Eckler:** Yes. The only difference is the initial unfunded liability that was granted to the public sector plans. I may say this is almost unique for Ontario as well, to treat the public sector the same as the private sector.

**Ms. Gigantes:** So it's a pretty tight scheme, relatively speaking, among public schemes?

**Mr. Van Horne:** Mr. Chairman, part of our problem can be seen through the observation made by the minister a while ago that the present unfunded liability is somewhere in the neighbourhood of \$1.4 billion. To properly come up with a figure, we have to then subtract from that \$1.4 billion the allowed \$328 million. So it's really \$1.1 billion. What you're saying is that there will have to be built into the estimates for next year a certain portion of that amount on an interest base.

**Ms. Gigantes:** The same figures we see here.

**Mr. Causley:** Not quite.

**Hon. Mr. Wells:** Yes, the \$93,677,000 has to be built into the estimates until 1990. Of

course, there is going to be more evaluations and so forth.

**Ms. Gigantes:** What do you mean by "Not quite," Mr. Causley?

**Mr. Causley:** In the evaluation that you have there is a table of the annual payments that are required as a result of this. They are \$22,980,000 payable in perpetuity; that is, the interest on the original unfunded liability. The \$22,980,000 continues; so that will appear next year—

**Mr. Van Horne:** Excuse me. Did you say the figure we have?

**Mr. Causley:** It was in the original estimates.

**Mr. Van Horne:** It's \$22,980,000?

**Mr. Causley:** I'm sorry; it was \$19,675,000. That has been increased by one per cent.

**Mr. Van Horne:** Is it the \$19,675,000. Is that the one?

**Mr. Causley:** That's it. So it will be \$22,980,000. That will be payable in perpetuity or until we get another evaluation and use a different interest rate. There is \$21,914,000, which is as a result of the 1972 evaluation; and that goes on until December 31, 1989. Then as a result of the 1975 evaluation, there are two payments: \$5,865,000, which will be for five years or until December 31, 1980, and \$93,677,000 payable for 15 years until December 31, 1990. Those figures will come into next year's estimates.

**Mr. Van Horne:** So, in addition to these, in another three years we may find that there will be another \$10 million or \$15 million or \$20 million needed on top of that?

**Hon. Mr. Wells:** So that we all understand this, maybe Mr. Eckler can explain why we have a \$1.4-billion unfunded liability. Why does that come about?

**Mr. Eckler:** There are a number of reasons, but let me just mention the most important reason. I won't mention what percentage of the total, but by far the most important factor is the increase in salaries that occurred between 1972 and 1975. You may recall that was our so-called hyper-inflation period in Canada before AIB was instituted, when we had very high salary increments. That was the major reason for that increase.

**Mr. Van Horne:** I agree with you, but is it not true also that someone did not realize that and, in fact, someone said it would be somewhere in the neighbourhood of a five per cent increase, and that's what was put into the fund?

**Mr. Eckler:** I'm inclined to say everyone—not someone. Very few people envisaged the

kind of inflation we had staring us in the face in 1973-74.

**Mr. Van Horne:** In the three or four years prior to that, it was roughly a three per cent increase. So in a span of approximately six years, two relatively low factors were added in—one of three per cent and another of five per cent. My question is: How do you arrive at that? When you saw eight, 10, 12 per cent salary settlements in the newspapers in the last few years, how could three per cent and five per cent be allowed?

**Mr. Eckler:** Why didn't they use a much higher assumption?

**Mr. Van Horne:** Right.

**Mr. Eckler:** In this evaluation we used an assumption of 5.5 per cent for general increases and seven per cent for interest rate. If we had used a percentage more substantial than that, the \$1.4 billion would have been considerably more.

We're not entirely satisfied even with the assumption we've picked this time. I'm not sure we are going to manage on a 5.5 per cent rate of inflation for the next 15, 20 or 30 years. I don't know. It's the kind of estimate we think is not unreasonable, and produces a result that, although it may appear to be a large number, is not that large, relative to the number of employees involved here. There are more than 100,000 employees. [4:00]

**Mr. Van Horne:** My observation is someone was short on the realities.

**Mr. Eckler:** No question about it.

**Mr. Van Horne:** If we agree to that and we consider what might be the figure for next year—I think in one of Mr. McKeough's speeches it was suggested that the superannuation contribution would be in the neighbourhood of \$331 million, which is about \$109 million short of an estimate given in August by Mr. Tristram S. Lett—who do we believe here? Mr. Lett is senior budget adviser, pension policy, Ministry of Treasury, Economics and Intergovernmental Affairs.

**Mr. Eckler:** I wish I could tell you, sir.

**Mr. Van Horne:** He's got fairly good credentials—better than I have—and he's saying, or said back in August, \$440 million. Yet from Mr. McKeough we heard \$331 million.

**Hon. Mr. Wells:** That's the total amount of money he's saying should be put into the superannuation fund, the matching contributions and so forth. Is that right?

**Mr. Van Horne:** We're not talking about the same things?

**Hon. Mr. Wells:** Just speculating for a



minute: In the speech you've got which was given to the pension officers' convention, he was probably looking ahead and doing some of his own valuations and projections. Mr. McKeough's figures are based upon this actuarial report, because we haven't got a new one yet. Even if we have a preliminary annual one, although it won't be ready, it may raise the amount to the figure that has been indicated. It could.

At this point he's basing it on this report. It's the assumptions you make in the report that decide, to a large degree, how the report will come out. People may agree or disagree on some of the assumptions that have been laid down. I think Mr. Eckler has been indicating to you one of the assumptions they have to make in order to find the unfunded liability, but we may not get any universal agreement on that assumption.

**Mr. Van Horne:** As a general observation, it strikes me that the estimates, or the prognostications, are on the low side. I suggest it would be more realistic, if it's going to be \$440 million next year rather than the \$331 million, for us to say so. If it is five or seven per cent, rather than the three or five per cent, let's say so.

**Hon. Mr. Wells:** We don't really have an authoritative basis on which to say so, except some calculations that the gentleman has made himself. But that's next year's estimate anyway.

**Mr. Van Horne:** That's right.

**Hon. Mr. Wells:** We haven't finalized next year's estimates yet.

**Mr. Van Horne:** Perhaps you'll take a message from these garbled words of mine that perhaps next year's estimates could be a little more accurate.

**Hon. Mr. Wells:** The only problem with that—I just tell you this because this is not your problem; this is my problem—is that if I can go back and say that, sure. But do you know where they'll ask me to get that extra money from? Out of the Ministry of Education's other budget. I don't think you'd want that. I certainly don't want that. That's part of our problem.

You could make a very good case that these pension plans shouldn't even be in the operating ministry budgets, that they should all be in the Treasury budget or some place like that, because they really are part of the total government approach to the public service pensions and so forth. They tend to skew the budgeting in the rest of your ministry because the increases and so forth are so much greater than increases you'd

normally get in your own programs, or in your general legislative grants and so forth.

**Ms. Gigantes:** Especially in a ministry where most of your costs are for personnel.

**Mr. Sweeney:** I have one point, Mr. Minister. I'm sorry I was a little late. I heard you discussing this issue. I'd like you to reflect on it or react to it from another point of view. I refer to the cost of education report. I'll just read one sentence:

"Given the strong possibility of a relatively static enrolment in the foreseeable future, and a consequent stability in the number of teachers in service, the revenues will not nearly match the expenditures." That's where we're at right now. Okay, to go on to the last sentence—they've mentioned a couple of other things in between.

"The cumulative effect of these factors could mean that the excess of expenditure over revenue for the fund could in future years reach horrendous amounts and, under existing legislation, could create real problems of funding for the province."

To what extent can you anticipate sufficiently, along the lines we've been discussing for the last few minutes, to avoid that kind of projection, that kind of forecast, that kind of prophecy?

**Hon. Mr. Wells:** It's my understanding that by paying in these amounts based on the actuarial reports, we do indeed avoid the kinds of problems that are hinted at in that report. Is that a correct assumption, Mr. Causley?

**Mr. Causley:** Yes, sir, I think it is.

**Mr. Sweeney:** It's just that the words used here—we'll have to take it from the author, obviously—are somewhat dramatic. Consider a phrase such as, "could in future years reach horrendous amounts . . ." Those are pretty harsh words.

**Mr. Causley:** One of the things they're talking about is that these bonds have to be redeemed at some time in the future. However, the point is that they're never going to be redeemed at one time; they're going to become due at various periods of time. They will have to be met out of general revenue when redeemed. If they were to come due all at once and the full actuarial payment had to be made at any one time then, yes, that would be a fair assessment. But that is not likely to happen because of the long-term nature of the plan.

**Mr. Sweeney:** Did the authors of this report discuss these aspects with you or with any of your staff?

**Mr. Causley:** We did make some repre-



sentation to them but we had no input into the report.

**Mr. Sweeney:** I raise the point because I was aware from other sources that there were serious problems. I must say that the sharp language used in this report made me think it is even more serious than I have been led to believe from other sources. Is that justifiable?

**Mr. Causley:** It is not that important as long as we do make the provision that is required of us by law, as long as the government lives up to its commitment. The government has been doing this and I would think it will do so in the future.

**Hon. Mr. Wells:** Mr. Sweeney, were you here when we had the exchange with Mr. Eckler about how some of the other provinces run their plans? Some of them don't even bother with any of these funding provisions. People assume the provinces will handle pay-as-you-go operations, that as long as there is a government, democratically elected, the funds are stable and are going to be honoured because the system is such that it guarantees that.

There is no way that we as a government are going to weasel out of our obligations, because we are not going to be able to get away with it. Anybody else working as a government would not be able to get away with it. In some respects you are applying all the private sector rules to a public service plan, which by its very nature could be guaranteed in other ways. Some of the language in that report is based upon that kind of thinking.

The other thing is that that report is building up to the climax of its resolutions about not doing anything more for the public service or the teachers' superannuation fund. It draws all these arguments out and uses words like "horrendous" and then ends up by recommending that nothing more be done, that there be no further benefits given.

**Mr. Sweeney:** I noticed that later on.

**Hon. Mr. Wells:** That all helps to substantiate it. You make the story sound so horrible that people say, "That's right. It is such a horror story that we can't have any more benefits." There are a lot of people who don't agree with all the assumptions.

**Ms. Gigantes:** There is some misunderstanding there too, I think. It is saying that the system has grown so that the number of employees and the costs of the plan have also grown. Now the system is going to stop growing and the plan is going to have to pay out so much more. What is the alternative? The

system keeps growing, we keep leading it on and on and the costs go up for the pension fund. There is a fallacy there.

**Mr. Sweeney:** Let's pick that up and take it from another point of view. A number of economists are critical of the fact that the fund operates in the way it does rather than funding itself sufficiently far in advance so that the money is going to be there, like some of the private funds.

**Mr. Causley:** We fund exactly as the private funds do. This is true of all public service plans.

**Mr. Sweeney:** As I understand it, a private fund cannot have these massive unfunded liabilities. It just can't operate that way.

**Mr. Causley:** Yes they can.

**Ms. Gigantes:** They do.

**Mr. Sweeney:** I stand corrected.

**Mr. Eckler:** The question was put to me earlier whether there was any difference between the private sector and the public sector. The only difference in terms of unfunded liability between the private and public sector in Ontario—it is not true of other provinces—is that the public sector pension plan is permitted to freeze its initial unfunded liability as of the date of inception of Pension Benefits Act, January 1, 1966. Aside from that, the provisions for solvency are the same in the private and public sectors. There may be differences in the investment provisions but we won't go into that. That's another estimate.

**Ms. Gigantes:** We have 1976-77 estimates for the fund; the figure was \$60,134,900. That was in the estimates we passed in June. Do we know yet what the actuals will be?

**Hon. Mr. Wells:** Which one is that?

**Ms. Gigantes:** I am going back to the estimates we passed in June. I notice in the 1975 to 1976 period there was quite a difference between the actual and the estimates. The estimates were too high. I guess this is because the government chose to make them too high.

**Mr. Causley:** There was a disagreement in that year.

**Ms. Gigantes:** I would love to hear what happened in that year.

**Hon. Mr. Wells:** Where are we? On page S53?

**Ms. Gigantes:** Page S66. I may be looking at the wrong item, but I'm looking at item 4, Teachers' Superannuation Commission. There is a discrepancy between the estimates and the actual. I am curious about that.

**Hon. Mr. Wells:** We paid an amount the

year before that we didn't have to pay and therefore there was not as much owing in the year. That was a disagreement over bookkeeping, I am sure.

**Ms. Gigantes:** The vote underneath called "S," for which we have an estimate in 1977-78 for \$105 million, is equivalent to what?

**Hon. Mr. Wells:** The \$105 million is equivalent to the \$85 million in the previous year. That is the matching contribution.

**Ms. Gigantes:** What is it equivalent to in our supplementaries?

**Hon. Mr. Wells:** There isn't anything in the supplementary. That is the six per cent and the interest on it. That shows you the dramatic difference caused by the salaries. That's not meant as a commentary on the salaries. It just shows you the effect of the six per cent—salaries have gone from \$85 million to \$105 million.

[4:15]

**Ms. Gigantes:** The other question I have is on item 4, Teachers' Superannuation Commission. Do we have a better estimate of the actual for 1976-77? Will it be exactly the same figure or will it be close to the estimate?

**Hon. Mr. Wells:** The ones that we have no supplemental for are firm.

**Ms. Gigantes:** So there will be no disagreement this year. Okay.

**Hon. Mr. Wells:** That's all been settled.

**Ms. Gigantes:** It is silly to ask a question about a vote we've already passed, but why was the 1977-78 estimate on that item so much lower?

**Hon. Mr. Wells:** Which one?

**Ms. Gigantes:** Item 4, Teachers' Superannuation Commission. It was down to \$22.8 million.

**Hon. Mr. Wells:** In that particular case there was a prepayment of \$20 million before the close of the previous fiscal year. So part of that is in the \$60 million. When the next estimates book comes out, the actual for 1976-77 probably will show the \$60 million higher because there was money available at that time to pay it before the end of the fiscal year. So the money would have been paid then and that makes it only \$22 million when it normally would have been around \$40 million.

**Ms. Gigantes:** So that's a bookkeeping figure?

**Hon. Mr. Wells:** Yes. You'll have to have the next estimates book to see it. When you check the 1976-77 actual estimates in next

year's book, you'll see the difference between the \$60 million and what was paid. Payment was made before the close of the year and that makes it only \$22 million this year.

**Ms. Gigantes:** It sure is hard to discuss these accounts when you pay them off at different times of the year.

**Hon. Mr. Wells:** It isn't always easy, but that is part of the prerogative of the Treasury people and Management Board. At the close of the year, if there are funds available, they are used before the end of the year.

**Mr. Sweeney:** Mr. Minister, you may have responded to this before and if so, just let me know. Do you have an educated guesstimate on the difference in your income if this money were put out on the open market rather than being borrowed exclusively by the government? Would you make more or would you make less over a three-year period? Where would you be?

**Hon. Mr. Wells:** I don't know. Do you have any comments on that, Mr. Causley? I'm not an economist.

**Mr. Sweeney:** Let me put it in a supposition: If the government borrows it, it is paying nine per cent. If you put it out on the open market, you might have expected to have got 10.5 per cent over the last three years. I don't know what the figures are. Do you have a reasonable guesstimate on that?

**Mr. Causley:** Yes. I don't think there would have been any difference in our income if we'd been on the open market over those three years.

**Mr. Sweeney:** In other words, you are surmising that the hills and valleys would have worked out to about the same amount?

**Mr. Causley:** That's right, on long-term investments.

**Hon. Mr. Wells:** On long-term investments of massive amounts, where people borrow big amounts of money. It's not like going down to the local trust company to buy some guaranteed income certificates where you can get 10 or 11 per cent. Here you are trying to attract people to borrow your money and they are looking around for the most attractive rate at which they can borrow money.

One way of looking at it is the experience of the large plans. Private plans have to operate in this manner because they don't have a government to buy their bonds. How do they operate? What kind of returns do large private plans get?



**Mr. Sweeney:** We'll say roughly a three-year period.

**Hon. Mr. Wells:** I think it would be unfair to do it a year at a time.

**Mr. Eckler:** You can make a general assumption that when you move away from government securities, you are going into risky securities. We normally would assume a somewhat higher rate of return if we had completely open investment policies, but not all that much higher.

**Ms. Gigantes:** The private plans are not going up to the limit of their possible equity investments.

**Mr. Eckler:** The ones that did have a disastrous story to tell. In the last few years, income investments went far better than the equity investments. That's been a disaster for the private sector. I shouldn't say "disaster"; that's too strong a word, but it was unfortunate.

**Ms. Gigantes:** But they have done nicely on real estate.

**Mr. Eckler:** Real estate is a very difficult investment for a private pension fund. They're going into it to some extent. They've gone into mortgages to some extent and I think the yields in that are somewhat better than the yields here. The real estate market has been fine. It's very difficult for a pension fund to get into. There's some movement in that direction at the present time. But by and large the private pension plans have invested in bonds, stocks and mortgages.

**Ms. Gigantes:** The government has done well when it has invested in real estate too. Perhaps you should do more of that.

**Mr. Sweeney:** That's questionable.

**Mr. Causley:** But remember it is a short-term investment.

**Ms. Gigantes:** Well, we're talking about three-year or five-year periods.

**Mr. Causley:** Not in investments for—

**Ms. Gigantes:** Real estate?

**Mr. Causley:** Not in investments for pension funds, because we're looking at long-term investments. Mortgages are five-year investments.

**Ms. Gigantes:** But when you're a government and you have the power to buy up thousands of acres, you can make some very good real estate deals in the short term.

**Mr. Eckler:** They can make some poor ones too.

**Ms. Gigantes:** They've made a fair amount of money out of it actually.

**Mr. Vice-Chairman:** Everybody doesn't meet with success.

**Mr. Sweeney:** Along the same line, the Treasurer of the province has indicated that he has very severe qualms about the state of the Canada Pension plan by 1981 or 1982—I've forgotten—and the funds they are drawing out of that. You know the arguments as well as I do. In what way, if any, is the teachers' superannuation fund parallel to that? Is there any mythical year sometime in the future when we're going to be in the tip-over stage?

**Mr. Causley:** No, because we have been funded. The Canada Pension Plan has not been funded.

**Mr. Sweeney:** That's the difference?

**Mr. Causley:** That's the difference. It may be that in 1981 or 1982 some of our funds may be invested in the private sector instead of all in government bonds. This has been hinted too, as you will remember.

**Mr. Sweeney:** Yes. The reason I posed the question was because the Treasurer's response to that dilemma seems to be to increase the premiums to get more pay-in. That's where I'm really directing my question. Can we anticipate that in the future?

**Mr. Eckler:** That's been done in this report.

**Mr. Sweeney:** I'm sorry?

**Mr. Eckler:** In effect, in this report we're upping the premiums.

**Mr. Van Horne:** This is what you see in this report that was sent out?

**Hon. Mr. Wells:** Upping the amount that we're paying in, yes. But that is the tack we have taken in all the discussions we've had with the Ontario Teachers' Federation about improvements to the plan. We don't completely agree on it.

But we've had another study done which showed that under the plan at the present time, the returns—the benefits were roughly equal to the contributions. That is, the six per cent and six per cent. Now the extra one per cent is going into a special fund for the escalation. But the plan was roughly delivering a benefit equivalent to the input of six per cent and six per cent; and if we wanted to keep it on an even keel and avoid some of the horrendous things that report says or even some problems with the plan, we should look to increasing matching contributions for any improvement in benefits from the plan.

We haven't had any agreement on that from them, but it's been our contention every time we talk about a benefit—that is, a fairly



substantial benefit that has monetary effects to it—that it should be worth a 0.40 contribution by teachers and 0.40 by the government. In other words, that would keep the funds funded and we would be buying the benefits roughly equivalent to the input.

**Mr. Sweeney:** So if OTF insists upon more benefits, your response has to be that you're going to have to put more money into it.

**Hon. Mr. Wells:** That has been our discussion point with them to this point. As I say, we did it based on a study which we had done. You see we first had to put to rest the idea that "we're putting more money in than the benefits we're now getting are actually worth." But I think the study showed roughly that the six per cent we each put in was buying the benefits that are now coming out of the plan to anybody who retires.

But, again, you're into this business of assumptions. You make certain assumptions when you prepare a report and you don't get universal agreement on the assumptions. It's a very nebulous subject to get into. Depending upon what the assumptions are, you'll get a report that will substantiate certain points and then you go from there.

Basically, I think the report we have done was a good report, and that was the position it put forward. Our position has been that any increased benefits should be accompanied by increased contributions.

**Mr. Van Horne:** I am not sure that I understand the \$93,677,000 which is payable for 15 years. One of the earlier numbers, the \$3,283,000, I understand, is interest. When we talk about this unfunded liability of \$1.4 billion—or \$1.1 billion whichever—and then we look at this \$93-million repayment, is there interest included in that?

**Mr. Eckler:** Yes, seven per cent.

**Mr. Van Horne:** So that \$93 million does include seven per cent? We are not going to find another interest amount owing?

**Mr. Eckler:** It doesn't include seven per cent. In calculating the amount you use a rate of interest of seven per cent in discounting these future payments. In that sense it includes a rate of interest.

**Mr. Van Horne:** So that \$93 million includes a seven per cent—

**Mr. Eckler:** An assumption—a rate of interest assumption of seven per cent. What you are always doing in this kind of work is attempting to find present values, or projecting what benefits in income are going to be in the future.

We established what the total unfunded liability was at December 31, 1975, that has

to be amortized over this 15-year period. Just like paying off a mortgage, we try to pay off that balance of the unfunded liability over a 15-year period; and that came out to \$93 million per year. It is the same idea.

**Mr. Van Horne:** Including the interest?

**Mr. Eckler:** That's right. It's the same as paying it off by blended equal payments of \$93 million.

**Mr. Van Horne:** Assuming seven per cent in the mortgage.

**Mr. Eckler:** Assuming seven per cent.

Vote 3003 agreed to.

**Mr. Vice-Chairman:** I might just mention before you get away that the Ministry of Northern Affairs, which I notice in the order paper today was tentatively scheduled to begin on Wednesday, now is ready to go tomorrow. So we will meet here tomorrow after the routine proceedings.

**Ms. Gigantes:** I am not a member of this committee so I can't move a motion—I haven't properly substituted myself—but I think there probably would be agreement among members of the committee and the minister too if we could arrange to have the committee schedule the Pension Commission to come before this committee as early as possible in the new year, and devote some real time to it.

**Mr. Vice-Chairman:** I heard some discussion of that this afternoon. If it doesn't come about we might just bring it up again.

**Ms. Gigantes:** Why don't we have a motion—a motion to you, Mr. Chairman?

**Hon. Mr. Wells:** I am agreeable to asking the commission. I think we should make sure they are available. But within that parameter, if you will just set a time, or give me a few times, I will get—

**Mr. Vice-Chairman:** Do you mean after the new session starts, Ms. Gigantes?

**Ms. Gigantes:** Yes.

**Mr. Vice-Chairman:** We need a motion, yes.

**Ms. Gigantes:** Shall I place the motion now?

**Hon. Mr. Wells:** Mr. Chairman, I suggest you get into it before you get into estimates. It is when you get into estimates that nobody has any time.

**Ms. Gigantes:** That's right.

**Mr. Van Horne:** Can we say the second week after we return? Is that acceptable?

**Mr. Cooke:** As soon as possible after the session begins.

**Mr. Vice-Chairman:** I don't think we need a motion. I don't think it would be effective anyway.

**Mr. Van Horne:** I am going to disagree with you here. I think we should.

**Mr. Vice-Chairman:** This committee dies at the end of this session.

**Mr. Van Horne:** Is there anything wrong with having a recommendation or a motion from this committee for the next one? I realize the membership will likely change but I don't want to lose the handle on this, and we will likely be back here in a couple of months anyway.

**Hon. Mr. Wells:** Since you asked me the question in the House, I asked my people three or four weeks ago to arrange to appear here. I don't know that they have ever done anything about it, but that is their problem, not mine. But I did ask that they arrange with the chairman. The trouble with these things is that also you have to involve the House leaders and so forth. They schedule what these committees all do.

**Mr. Van Horne:** Do you want me to make a motion?

**Mr. Vice-Chairman:** Bring it to the new chairman, whoever that might be.

**Mr. Van Horne:** Ms. Gigantes started it off. Does she wish to make the motion?

**Ms. Gigantes:** I would move that as early as possible, when the session reconvenes, we arrange in this social development committee to meet with the members of the Pension Commission.

**Hon. Mr. Wells:** Teachers' Superannuation Commission.

**Ms. Gigantes:** The Teachers' Superannuation Commission, yes.

**Hon. Mr. Wells:** There is a Pension Commission too.

**Mr. Van Horne:** We don't want that. We want the Teachers' Superannuation Commission.

**Hon. Mr. Wells:** You might find it interesting to talk to the Pension Commission too.

**Ms. Gigantes:** I'm sure. Whose court does the ball sit in? Is it up to the committee to make the arrangements with your staff?

**Mr. Vice-Chairman:** If we have a record of it here, I am sure they will look after this through the chairman.

**Hon. Mr. Wells:** You request it to us. Give us some dates and we will get them here.

The committee adjourned at 4:31 p.m.

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 Van Horne, R. (London North L)  
 Wells, Hon. T. L.; Minister of Education (Scarborough North PC)

### Ministry of Education officials taking part:

Causley, J. R., Director, Teachers' Superannuation Commission  
 Eckler, S., Partner, Eckler, Brown, Segal and Company Limited









No. S-37

# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Estimates, Ministry of Northern Affairs



### **First Session, 31st Parliament**

Tuesday, December 13, 1977

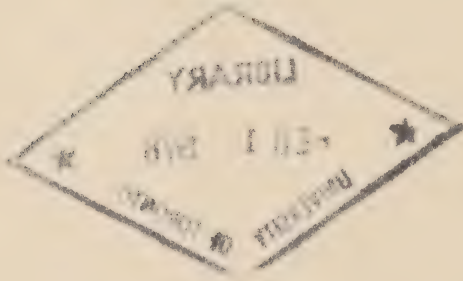
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# LEGISLATURE OF ONTARIO

TUESDAY, DECEMBER 13, 1977

The committee met at 3:30 p.m.

## ESTIMATES, MINISTRY OF NORTHERN AFFAIRS

**Mr. Chairman:** We will call the meeting to order. The Minister of Natural Resources—excuse me, Northern Affairs. Pardon me.

**Mr. Laughren:** That hurts.

**Mr. Reid:** That was before his coronation.

**Mr. Havrot:** That goes to prove what an impact he made.

**Mr. Chairman:** An almost unforgivable mistake. However, normally Mr. Minister we generally ask you for a statement, followed by the official opposition critic and the third party, and then the member for Timiskaming (Mr. Havrot) will be on for us. Mr. Minister.

**Hon. Mr. Bernier:** Mr. Chairman and members of the committee: May I first express my appreciation to you, sir, as I understand you are chairman of the social development committee. I suppose it may be a bit unusual for the Ministry of Northern Affairs to appear before this committee for the examination of the estimates but indeed I appreciate the accommodation that you have made. I think the members share my view that this is certainly an historic event, because this is the first examination of the estimates of the Ministry of Northern Affairs and because we intend to be around for a long time. Some people thought we would just be around for the election period. I don't know who made that comment, but there was one individual in northern Ontario who thought so; however, the north responded and here we are, loud and well. Is the campaign over?

**Mr. Laughren:** Just remember who set the tone.

**Hon. Mr. Bernier:** Here we go again. I do want to introduce to you the two gentlemen on my left. I have my deputy minister, Tom Campbell, who is very familiar to many of you who have been around the Legislature for some considerable time, having been in the former Department of Education and with the Premier's office for a period. Of course I am pleased to say he hails from northern Ontario, that great metropolis of Chapeau.

On the far left is the executive director of planning and administration, Ronald LeNeveu, who was formerly with Management Board and has excelled in his capacity in just the few months that he has been with us. As I said in the Legislature a few moments ago, gentlemen, I will be making a statement to this particular committee concerning the Northlander service that is operated by the Ontario Northland Transportation commission.

As the member for Nipissing (Mr. Bolan) correctly pointed out, the statement was made in North Bay this morning. There were two reasons for that, the prime reason being that we wanted the general manager, Mr. F. S. Clifford, to be with us this afternoon, so we asked him to make the statement and come back to Toronto as quickly as he could. I understand he has had some transportation problems and he may not be with us. He is coming by train.

Further, it has been our policy, since the establishment of Northern Affairs, to make as many of these major announcements in the north as possible, because as we all agree, northerners have always felt alienated when major statements and decision are made concerning their future.

**Mr. Bolan:** Why is it, Mr. Minister, that administrative staffs make announcements of the bad news and the ministers make announcements of the good news?

**Mr. Reid:** Always.

**Mr. Kerrio:** It is a precedent of long standing.

**Hon. Mr. Bernier:** If I may begin with the statement that was released to the press in North Bay, Mr. Chairman. Before we begin my estimates, I would like to advise that cabinet has concurred in the recommendation of the commission of the Ontario Northland that the basic, through Northlander service, now being provided with European passenger equipment between Timmins, North Bay and Toronto be continued, but that the local service between North Bay and Toronto be discontinued effective January 9, 1978.

This means that the people of northeastern Ontario will continue to have an overnight service in each direction provided by

conventional American equipment and a day service provided by the European-style Northlander equipment. This arrangement will also allow for the Ontario Northland to complete its testing of the new Northlander trains under northern weather conditions.

As most members of the committee will recall, the Ontario Northland Transportation Commission acquired the new trains from Europe in order to improve service to the communities and the residents of northeastern Ontario. The original plan was to provide only day and night service both ways between Toronto and the north. Until all the new equipment was available, it was necessary to return the Northlander to North Bay shops for maintenance, providing the extra local run each way daily.

The responsibility for passenger service between North Bay and Toronto lies with the federal government and Canadian National Railways. Canadian National has applied to the federal government for a subsidy for the Northlander service between these points, but up to this time we have received no response from the federal government. The Ontario Northland and the provincial government are therefore absorbing the costs of this operation, and while this cost was justified for the extra local service between North Bay and Toronto during the break-in period for the new train, the government concurs with the commission's recommendation to discontinue local service early in the new year.

This action, I might add, was strongly advocated during my meeting with representatives of the northeastern Ontario municipalities at Timmins a couple of weeks ago, because they were concerned that the deficits caused by this extra train service for an area which actually is the responsibility of the CNR could jeopardize other essential northern programs of the ONTC during this period of restraint.

This concludes my statement to the committee. I guess the opposition members would like to respond. Maybe I could answer any question they have following their statements.

**Mr. Laughren:** We were anticipating a glowing report from the ministry on what you are trying to do.

**Mr. Reid:** It's such an historical occasion. We would have thought you would have something of a rundown on all those great things you have accomplished.

**Hon. Mr. Bernier:** Mr. Chairman, I did give that some very serious consideration, but in view of the fact that the legislation establishing the Ministry of Northern Affairs, in which all northern Ontario members participated ex-

tensively, only went through the Legislature last July; and in view of the fact that many of our programs are not complete—they are just in the process of being implemented—I thought as we went through each vote we could delve into the various areas of concern and interest to the particular members.

I can assure you that when we roll around again a year from now, on the examination of the estimates, we will have an opportunity to lay before you the accomplishments of this new ministry and the things we have done to improve the overall quality of life in northern Ontario. I am confident they will be substantial.

**Mr. Reid:** I am going to be very brief because the minister hasn't given us anything to shoot at, as usual. If he's not moving, you don't want to shoot at a sitting duck.

I have two or three things I'd like to ask. I might warn the minister that I'm going to ask him about dollars and cents and money, which hasn't been done in any of the other estimates I've been in.

I would have hoped you would have talked about the government reorganization, the transfer of functions from other ministries, which makes up almost your total budget. I would have hoped you would have told us what the complement of your staff is right now. One question I'd like to ask is how many of those are located in Toronto and how many of them are located in northern Ontario? I would have hoped you would explain the relationship between your ministry, the Ministry of Natural Resources and the Ministry of Transportation and Communications; particularly the Provincial Secretariat for Resources Development.

I want to say to the minister that if he can dazzle us with his footwork as the Provincial Secretary for Resources Development (Mr. Brunelle) did, you two should go on the stage.

Other than that I really have specific questions on specific votes. I've gone through the material provided and it's fairly thick. Some of it's very impressive, but the majority of it seems to be transfer payments through your ministry. One has to question whether or not we've set up another bureaucracy, in that the money is now passing through two or three more sets of hands before it gets into the communities as such.

When we debated the bill in the Legislature, the minister indicated he couldn't really tell us chapter-and-verse what exactly the responsibilities were that he was going to have under the bill, he said they would be evolving. Regardless of the minister's remarks at the opening, I find it a little difficult that



he would not really tell us in some detail where he feels his ministry is going, what the priorities really are in the ministry and how they fit in with the ministries I've already mentioned; and also with Treasury, which in fact controls everything anyway and makes the rest of the operation somewhat superfluous.

Other than that, Mr. Chairman, I've got some specific questions on each vote, but I would like to know if the minister could generally describe for us how he sees his ministry fitting in with those other ministries I've mentioned, and if he could spend some time on the transfers from other ministries and maybe explain just where the other \$21 million is coming in and what he's going to do with that.

**Mr. Laughren:** The minister is quite correct, when the ministry was formed we all had a good run, not only at the ministry, but also the minister and his record as Minister of Natural Resources as well. That bothered us a great deal.

We thought that the purpose of the ministry was to improve the delivery of services, particularly government services, to northern Ontario, to attract job opportunities to the north and to reduce the differences in the standard of living between northern Ontario and southern Ontario. I'm sure the minister will correct me if I'm wrong in our expectations of what the ministry could do. My own feeling is that nothing is happening in all three areas.

When we talk, first of all about the improved delivery of services, I see nothing happening. I know there are some funds for which municipalities or unorganized communities can apply, but basically that funding, as the member for Rainy River (Mr. Reid) said, comes through the Ministry of Northern Affairs. There certainly are communities in the riding of Nickel Belt, as there are in other members' ridings, where nothing is happening.

[3:45]

As a matter of fact, I got into an argument with the Minister of the Environment (Mr. Kerr) the other day when he said that in unorganized communities individuals could apply for assistance for water services because, after all, in an unorganized community up to 75 per cent of the cost of installation and servicing is subsidized. His staff contradicted him in the intervening 24 hours and the next day the Minister of the Environment had to retract what he said.

I haven't seen the level of services improve at all. As a matter of fact, there are some very serious shortcomings in the way the

minister is approaching the unorganized communities, and we'll deal with those at more length a little later on in these estimates.

The question of roads is another area that bothers most of us in northern Ontario, and we see no improvement there except that which is being done by the Ministry of Transportation and Communications.

As a matter of fact, there is one community where I didn't believe it was possible—and the deputy minister would, I am sure, support me on this—but a community just south of Chapleau, called Sultan, where the people in that community received road maintenance for no charge since time began. That is all they received from this government and, lo and behold, it found a way to take that away from them. The minister said, "We are not going to do that any more. You are going to have to form a local roads board and pay part of the costs yourselves."

I really didn't think there was something you could take away from the people in that desperate little community, and you found a way. That takes imagination and initiative and I can tell you that really was a remarkable feat.

The whole question of health care needs to be raised. The health care system is in bad shape in northern Ontario. I want to go into that in more detail in the regional priorities vote. Would that be the appropriate place to go through that; to deal with the health care problems?

**Hon. Mr. Bernier:** Sure.

**Mr. Laughren:** They're fairly substantial, and the statistics are depressing, indeed, on the lack of medical care. Certainly, Chapleau is a good example, where we have been trying hard to get a dentist in that community and we get nothing but platitudes from the Minister of Health (Mr. Timbrell) and no help whatsoever. It's crazy that we don't have a dentist in the community of 3,500 that services another 1,000 people in the area.

**Hon. Mr. Bernier:** Mr. Chairman, if I may interrupt, the members might want to broaden their approach, rather than sticking to the vote by vote. I wouldn't have any objections.

**Mr. Laughren:** You won't get anywhere that way.

**Hon. Mr. Bernier:** Do you want to go vote by vote?

**Mr. Laughren:** I think once we get beyond the leadoff stage we'll be able to do that. There's the whole question of a compensation centre or rehabilitation centre for



the north. I thought that the Minister of Northern Affairs was someone who could pitch in and take the part of northern residents on an issue like that, even though other ministries are not in favour of it. Surely, one of the roles of this minister is to get in there and pitch for his people in northern Ontario? I don't see that happening.

If the Minister of Labour (B. Stephenson) says "No, it's not appropriate," then the Minister of Northern Affairs lies down and acquiesces. I think that's not the role of the Minister of Northern Affairs I want to tell you, the Minister of Industry and Tourism (Mr. Bennett) doesn't accept all the pronouncements of other ministers and I don't see why you do, when it comes to other operating ministries. I think probably the fault lies in the fact that you are simply not an operating ministry and that's really at the heart of the problem. You are not an operating ministry. You should more properly be called the Provincial Secretariat for Northern Affairs, because you more aptly fit into that kind of description than you do as Ministry of Northern Affairs, and I think that's really at the heart of the whole problem.

The third thing I mentioned was the problem of reducing the differences in the standard of living between northern Ontario and southern Ontario. A good bench-mark, a good way in which to compare that kind of thing, is to look at those small communities in northern Ontario—and there's a large number of them—where there's no criteria whatsoever for the ministry to provide services to those unorganized communities. It's deliberately left vague so that the ministry can make decisions that suit itself and suit its budgeting.

You have left those unorganized communities in a state that is simply unfair. You have raised their expectations, first of all, through Bill 102, The Unorganized Communities Act, and now you've done it again through the Ministry of Northern Affairs, and you have delivered nothing. That's not fair to those small communities in northern Ontario. I can tell you, you have raised the level of cynicism to a new level in northern Ontario with your lack of action for the unorganized communities.

For example, people in the unorganized communities don't know where to start. There are no rules for community councils whereby they could elect to apply for funds through you. The way it is now any given group in the community whether it is a local roads board, a citizens' community group or a recreation committee, can try to get its share of the funds from your ministry, but there are no rules. It is a game you are playing.

You are playing one group off against another group so that they don't know which way to turn. In the meantime, you sit back in Toronto and say: "There are too many groups competing for these funds. Unless they get their act together, we won't give them anything."

That's bloody well what you are doing in the unorganized communities, and that's simply not fair. You had the machinery established. If you had polished up Bill 102 and had accepted some of the amendments which were suggested to you by the communities themselves in northern Ontario and by the opposition members, you would not have had this problem.

The other thing that I talked about was the attraction of job opportunities to northern Ontario and the whole question of diversifying the economy of the north. I want to tell you, as someone who is pretty close to the layoffs in the Sudbury area, that this ministry has had a nil role to play. It has done absolutely nothing on those layoffs. I have not heard this ministry enter the debate with the Ministry of Labour at all or the Premier of Ontario (Mr. Davis). I haven't heard this ministry initiating any meetings with either the unions or the companies.

Perhaps you have a different version than I do of what this ministry is all about, but it seems to me that should be one of its key roles. As the Minister of Northern Affairs, you should be in there saying: "These are my people and we are not going to accept this any more." I know it's difficult for you because you were the architect of those layoffs by the kinds of concessions you granted to the mining industry. It is very difficult for you to admit that kind of thing to the people of northern Ontario. If you would put your own political hide aside for a moment and do what's right for the people in northern Ontario, you would admit that and get in there and try to resolve some of those problems.

You haven't played a role at all in those layoffs. You just sat back and let the whole thing happen. Not only did you not do anything to prevent it, but you were indeed the architect of them. Then when they do happen, you don't do anything about it. You make no attempt whatsoever to resolve the problem. That is why I say you are simply not an operating ministry, you are a secretariat. Why there needs to be you and the Provincial Secretary for Resources Development is completely beyond me. You have established no Crown corporation which has been promised for the exploration of new mines that I am aware of. I don't see any of it being done; the private sector is not

doing it. What more evidence do you need? They have said to you they are not interested in you anymore. They will do the exploration and development in the Third World where labour is cheaper and where environmental control laws are much less stringent. They are thumbing their nose at you and your government, and you are sitting back and accepting that.

I could ask you, as the Minister of Northern Affairs, what it is you are doing about the whole question of Burwash, which is still sitting there. That's another area where as the Minister of Northern Affairs you should have been in there trying to pull the whole thing together to get something going at Burwash. You have done nothing. Matachewan is still sitting there closed up. There are the Inco and Falconbridge layoffs. The Ontario Northland service is now being reduced.

We tried. When this ministry was formed in July, my colleague the member for Sudbury East (Mr. Martel) in particular put some amendments which would have established for elected community councils a framework for applying for funds and so forth; and which would also have made your job easier, quite frankly, because you would have known then who spoke for that community and there would be a logical place to which you could fund money.

Secondly, we tried to get additional funds to help out the communities in northern Ontario. We tried to get you to establish a minimum level of health care services in northern Ontario so that you would have some kind of goal or some kind of standard as a ministry to which you could work; but you wouldn't do that either.

We tried to get you to extend communication services more than you have done. There's been some work done there, I concede, but I can take you to communities like Shining Tree where it's still not happening. As this is probably one of the most important amendments which was put to you, I want to read it in total.

"The Treasurer may, upon the requisition of the minister, advance out of the consolidated fund, such sums of money as are required to lend money to any agency of the Crown, co-operative association or other body of a co-operative nature, person, firm, corporation or local community authority, carrying on or proposing to carry on a manufacturing, processing, industrial, financial or commercial business, or undertaking of any nature, or a business or undertaking connected with or incidental to a manufacturing, processing, industrial, financial, or commercial

business or undertaking in northern Ontario.

"Also that you should establish a Crown corporation to undertake mineral exploration activities in northern Ontario, that you establish a fund called the Northern Ontario Tomorrow Fund, to consist of moneys derived from natural resources taxation or an assessment on the value of all non-renewable resources extracted in northern Ontario which will be used to guarantee future economic activities."

I want to tell you that if you had done this kind of thing 20 years ago we wouldn't be in the flap we're in now about the whole Sudbury problem with the layoffs at Inco and Falconbridge. Those are the major amendments that were put to you that would have solved some of the problems that we are facing now. Your ministry continues to lurch along without taking that kind of positive, active role.

The thing that bothers me a great deal is that I have yet to see an indication of any analysis that your ministry is doing. The analysis of the problems of the north isn't just the problems of northern Ontario it's the problems of all Ontario; and you are not doing the analysis, somebody else is. I know who it is, it's TEIGA. TEIGA is doing the analysis, but TEIGA is the group that comes up with things like the Toronto-centered region plan, which they renamed in order to take the political heat off, but basically that's what it was and that's what it meant, the Toronto-centred region for the province of Ontario; and you know that in that document there was a statement that the north was to service the golden horseshoe. There was a statement, in not quite those words but that's what it was. TEIGA is continuing to do the analysis for you and you are accepting that analysis.

MTC is doing the analysis on the road requirements in northern Ontario. I'm not particularly happy with their priorities, and if your ministry's responsibility is one of co-ordinating rather than initiation, then I wish you'd say so. Perhaps then our expectations wouldn't be as high as they are. But, as you thunder across northern Ontario like a wounded moose in a snowstorm, and with just about as much direction and purpose, you imply that you are an operating ministry when you are not an operating ministry.

Hon. Mr. Bernier: We didn't do badly before June 9, did we?

Mr. Laughren: Is that what you're really telling us? All right, would you tell the Premier what you just told me, because the



Premier gets all upset when we tell him that every decision he makes in the north is based on votes; he gets personally offended. Well—you tell him what you just told me and see if he gets offended.

Hon. Mr. Bernier: You're smarting because you know what happened on that particular day.

Mr. Laughren: That's what you always come back to, isn't it? You never go back to the level of services delivered to the people in northern Ontario, you never go back to the jobs that you fail to create in the north, you never go back to the resource problem in northern Ontario; you go back to counting votes every single time, and you should be ashamed with yourself. I was being kind when I said a wounded moose in a snowstorm.

Hon. Mr. Bernier: At least they can see me, I've got some size.

[4:00]

Mr. Laughren: I think that what is happening is that your ministry doesn't see itself as a serious ministry. That's partly because of the budgeting which is a through-put of other ministries' money. I understand that and I don't know how we resolve that.

I am worried about people with a northern priority not doing some of the analysis and the planning, because I suspect you would admit that the planning documents that have come out of the Ontario government have not been done by northern people. When that happens, we end up getting the dirty end of the stick.

In view of the failure of your government to do any analysis, I did a little bit for you and I want to lay some of it on you. I will avoid rhetoric, because I know how it offends you, and I hope that you will listen to it. I think it's important; and I think it's important not just for northern Ontario but for the province as a whole.

Hon. Mr. Bernier: If it's constructive I'll love it.

Mr. Laughren: It is a constructive analysis indicating what the problem is and the kind of direction we should take and quoting what I think are pretty small "c" conservative elements in our society. If you listen to or read the things that are being said about our economy, and let's face it Ontario is the industrial heartland of this country, we have got problems with the country, not just in Ontario and not just in northern Ontario.

I am sure you would agree that the layoffs are not occurring just in the Sudbury basin, but one of the things that's important is that we have built an economy on minerals in

Ontario and we have relied on the export of those minerals in order to provide us with the kind of balance of payments that allows us to import finished products. I am sure you would agree with that. We have been the third largest producer-exporter of minerals after Russia and after the United States of America.

In 1951, we exported \$1.1 billion worth of minerals. In 1975, that had increased to over \$11 billion, so there's been an enormous increase in the export of minerals, and over the years there have been two trends evident in mineral production and export. One is that there's no real change in the percentage of fabricated minerals that get exported as opposed to unprocessed minerals. There has been no real change at all, and as a matter of fact the export of unprocessed minerals has actually increased over the years.

The second is that the growth rate of mineral production in itself has been declining ever since 1950.

We know that. That is statistically so and the federal Department of Energy, Mines and Resources put out a document called *Sovereignty Over Natural Resources*. This document is done by a couple of economists in that ministry, and I don't know whether you have seen this or not, but this is what they say about our resources:

"Many of the disquieting conditions of existing trade patterns originated in the era of colonialism when low cost supplies of raw materials were secured by metropolitan industrialists by exploiting the rich resource endowment of the colonies. It is notable that for the most part these entrepreneurs were unconcerned with the balanced development of the colonial economies.

"Consequently, while raw material exports became the mainstay of colonial economic life, they did not construct the base for industrial diversification. This partially explains the lopsided structure of many developing economies today, as well as their vulnerability to the cyclical and secular changes of business activity in the industrial advanced world." I think that sums it up without rhetoric but tells you how we got where we are today by having that kind of philosophy.

The other thing is the role of the large multi-national corporations. They have played almost a frightening role and I will tell you why. Even in countries that use nationalization, such as Chile, Peru, Zaïre and Zambia, even those countries, do you know what happened? They would nationalize—for example, Zambia, where they nationalized the copper industry. They nationalized it and do you know what? They still end up having to go



to the multi-nationals and saying: "We have nationalized the copper industry but we don't have the technology or the expertise to do anything with it." They end up then having to give concessions to the multi-nationals for that purpose of technology and innovation and management, and the cost of that ends up being marginally better than if they had left it in private hands in the first place, the way we have done. That's a sad comment, because we know what they have done to us. That's really a sad thing. It is more of a comment on the role and the power of the trans-nationals than it is on resource policy, I suppose.

There is a real trade-off between our sovereignty over resources and the supply of capital and technology which we need to develop there, is a real conflict there. I would say if we were just starting out that would be a very serious conflict. We are not just starting out anymore, we are well into the exploitation of our resources.

Continuing with that same document by the federal department—just think, if you will, if this doesn't apply to Ontario: "Where the economy is not diversified and economic prosperity derives mainly from the activities of the mineral sector, then the country may be obliged to sacrifice some political and economic autonomy for scarce investment funds and industrial technology. Moreover, the political system itself may further weaken a country in its contractual arrangements with the multi-nationals.

"In federal systems, such as those of Canada and Australia, mineral resources fall solely within the jurisdiction of provincial and state governments respectively, government decision-making respecting mineral resource development is balkanized. This situation breeds open competition for foreign capital and industrial technology among provinces or states. Moreover, it leads to fragmentation of development policies as well as international policy positions respecting the development of the nation's mineral resources."

If that doesn't jangle in your head as to what is happening to us in Ontario, then I suppose nothing will ever jangle in your head. I see the problem in Ontario as being a development problem. I ask you what do we do? I don't say this as a form of rhetoric, which you would like to accuse me of doing, but I say to you ask yourself seriously is the public ownership of resources strictly out of the question or is it something you people should at least seriously take a look at.

Without prejudicing the outcome of your deliberations, the Science Council of Canada has done a fair amount of work on resources

and minerals. They have published a document. The one that comes to mind is *Innovation in a Cold Climate*, which I thought was a fairly good document.

The Science Council of Canada, I am sure you would agree, is a free enterprise council; they are not committed to a socialist cause at all. They make the point that Canada is becoming de-industrialized; and this certainly applies to Ontario. They actually use that term "de-industrialized."

They make the point that the problem is chronic and structural.

It is not world markets, for heaven's sake. That is what is so offensive about the response of your government. It is chronic and structural. It has been going on now for 20 years. This isn't an overnight event that has happened in the Sudbury area, for example. They make the point that you simply must come up with an industrial strategy.

Your ministry signed a document with the federal government on a mineral policy for Canada. Do you remember that document? There were about 10 different goals, I can't remember the exact number. They were really substantial goals. They made a lot of sense. That must be about five years ago now. I had nothing but praise for the goals of that agreement that was signed between the provincial ministries and the federal Ministry of Energy, Mines and Resources.

On Thursday, April 28, 1977, the standing Senate committee on foreign affairs in Ottawa had the executive director, John Shepherd, of the Science Council of Canada before it. He was trying to talk to the Senate committee on this whole question of industrialization and how everything else really is an ad hoc kind of solution, or a Band-Aid solution as we have often said. They make the point, how do you know when a country is industrialized? Is it industrialized because it produces a lot of minerals and ships them out, or is there another measurement of industrialization?

They use a couple of standards. One is the percentage of the value of manufactured goods in exports; in other words what percentage of exports are manufactured goods and what percentage are unprocessed? They make the point that Canada uses the value of manufactures per capita and the percentage of the value of manufactured goods to total exports; those are the two criteria, the per capita value of manufactured goods and the percentage of exports that are manufactured, that are the yardsticks of industrialization.

Canada, in the period 1955-75, has industrialized at an abnormally slow rate by comparison with most western European countries and a number of non-European countries.

This is the part that really shook me up. In 1955, Canada was second only to the United States in the value of manufactures per head of population, but by the end of 1974, we've been overtaken by Sweden, France, Japan, Finland, Australia and West Germany. Other countries which have been a long way behind us, using that criteria, have almost closed the gap. These included—get these countries that are in danger of passing us in terms of industrialization—Norway, Belgium, Denmark, Austria and Italy.

I want to tell you something, if you look at this microphone, and we all have the same microphones, do you know what it says right there? "Made in Austria." Austria, I believe, has a population of about six million, and they are making microphones out of metal that I strongly suspect is produced here in Canada. There it is, "Made in Austria". I'd like to go to Austria—no, I'll take that back, I won't go to Austria.

**Hon. Mr. Bernier:** You might not come back.

**Mr. Laughren:** If you were to go to Austria, I bet if you went into any parliamentary committees there you would not find microphones that said "Made in Canada".

**Mr. Bolan:** We don't make them.

**Mr. Laughren:** That's correct, we don't make them.

**Mr. Martel:** We don't make anything, we ship the stuff out.

**Mr. Laughren:** The point is, Mr. Minister, that that's the danger—

**Mr. Martel:** And we beat our chests.

**Mr. Wildman:** Italy with its strike record is going to catch up to us.

**Mr. Laughren:** This is the Science Council of Canada once again: "Within the next five years, some of the Third World countries, particularly Korea and Brazil, are going to exert their own impact on our competitive situation." Now, won't we be proud of ourselves when Korea and Brazil pass us as an industrialized country?

That's dealing with industrialization in terms of manufactured goods per capita. Let's look at the value of manufactured goods as a percentage of exports. I think that's terribly important in terms of balance of payments; the value of the Canadian dollar and in general the standard of living we enjoy. This is quoting again:

"Even in the last half of what we call the golden sixties, Canada raised its proportion of finished manufactures as a percentage of total exports by only 3.2 per cent, excluding autos; whereas Denmark achieved 11.3 per cent,

France 5.5 per cent, Mexico 16.8 per cent, Ireland 7.9 per cent and Norway 6.6 per cent." And that was at a period when our progress was at its very highest.

"Throughout this entire period Canadian industry has not only failed to maintain its share of growing world markets, it has also lost command of its domestic market base. Between 1970 and 1975, while our share of world exports fell from 5.4 to 3.8 per cent, imports to this country, as a percentage, crossed over going the other way and increased from 26 per cent to 33 per cent of the domestic market demand."

I think that's the kind of thing your ministry should be doing in terms of analysis, because it hinges on resource development and what we do with the resources. That's one reason we were so offended by your policy of exemptions on processing. That bothered us a great deal. I think that perhaps you understand. I don't know, I can always hope.

The Science Council says that we rationalize our industry; in other words we make it bigger. In other words we need bigger industries; fewer industries and bigger industries. But I would ask you how much bigger do we need to get than Massey-Ferguson; than Inco; than Falconbridge? Do you know that the figures I have for 1975—and perhaps there are other figures—in high technology manufacturing in this country show an enormous deficit on things like mining machinery; it's close to three-quarters of a billion dollars deficit on mining machinery alone.

[4:15]

Now you tell me; a country that's third in mineral production has a deficit of three-quarters of a billion dollars on the import of mining machinery? How does that make any sense whatsoever? I'll bet you that Finland, with about five million people probably, has a surplus on its balance of payments with mining machinery. I don't know—I haven't checked—but I'll bet you they do.

**Mr. Martel:** Sweden certainly does.

**Mr. Laughren:** Sweden does; and here we are as one of the leading mineral producers in the world, number three in the world, and we have that kind of deficit.

**Mr. Wildman:** Darcy says he doesn't understand it.

**Mr. Laughren:** As a matter of fact, the figure I had was \$680 million. That was the deficit on mining machinery equipment. I could go through the list here, whether it's chemicals, industrial machinery, mechanical handling equipment, agricultural machinery—an agricultural country, for heaven's sakes,



and we have a deficit of \$558 million; that's the kind of thing that we simply have to turn around—road transport equipment, aircraft parts, it goes on and on. That's something that we've simply got to take a look at.

I'm worried that your government has blinkers on when it comes to intervening to turn that kind of thing around, because as long as you've got a branch-plant economy with the truncated kind of economy we have, it's not going to turn it around because the American parent companies want that part of the action themselves. They won't give it to their subsidiaries here. They'd be competing with the parent organization in the United States. You've simply got to intervene or we just keep going down the pipe. It doesn't make any sense at all when we've got such incredible potential. They've had 100 years to do it, and they've had every opportunity and they haven't done it.

The problem when dealing with resources is not just to maintain jobs in the Sudbury basin or in Timmins or any other place, but to use that potential mineral wealth to industrialize this province. We are the most underdeveloped developed country I know of, and when you get those other countries I've listed passing us by in terms of being industrialized, then you've got to admit that something's wrong. You've got to admit that it's serious.

Look at the unemployment rate in this country. It's not entirely the Minister of Northern Affairs' problem or fault. I understand that. It's a federal problem as well, but this is the province that has the muscle in this country and we have the potential to turn it around. It's not going to be turned around if you maintain the status quo. It simply won't happen.

Interjections.

Mr. Chairman: Order; Mr. Laughren has the floor.

Mr. Laughren: Thank you, Mr. Chairman. I appreciate your intervention. I don't want to dwell unduly on the layoffs because there are other forums for that, but even if we turned around those layoffs, even if we stopped the layoffs in the Sudbury basin right now, by government decree or by moral suasion or whatever, what would that mean? It wouldn't mean that suddenly we were going to start producing machinery and creating jobs to create new wealth and employment and all that. It wouldn't mean that we were producing—

Interjections.

Mr. Laughren: Mr. Chairman, I'll deal with the member for Timiskaming if you'll deal with my colleague from Sudbury East.

Mr. Martel: Nonsensical.

Mr. Havrot: Everything you say is smart. You haven't said anything that makes sense yet.

Mr. Martel: You haven't said anything period, except grunt the odd time.

Mr. Havrot: With you around, that's all I could do is grunt.

Mr. Martel: The guru of grunts. That's your maiden speech.

Mr. Chairman: You have the floor, Mr. Laughren.

Where were we when we started this confrontation? Will you now get back to the business at hand?

Mr. Laughren: I appreciated the break, Mr. Chairman.

Mr. Martel: Now, I think I'll go back to sleep.

Hon. Mr. Bernier: I'm glad you said it, Elie.

Mr. Laughren: It's not in my nature to respond to interjections, but I did want to make the point that I was trying to be positive about the thing, that there is a problem and unless we look upon it as having a potential solution and do some analysis as to what got us to this point, we're never going to arrive at a solution. I think it's serious enough that the minister should be talking to his confrere, Mr. McKeough, saying "Look, these are the kind of figures that indicate the nature of the problem and what needs to be done."

I don't think that extracting more ore is the answer. That won't build microphones in this province, it just takes out the ore faster. The Wilson-built mining machinery, that's the kind of intervention we need. I want to tell you that it's not just your political opponents who are talking this way anymore. Perhaps there was a day when there was full employment and when resources were in their heyday and you could point to your political opponents in the Legislature and say, "Ah, that's just because they are of a different political belief, that's why they are making those points." That's not true anymore.

It just happens that I have a couple of things to substantiate my point that it is not just your enemies who are saying this. Your friends in Ottawa, the economic services branch in the northern district of the department of Manpower and Immigration in Sudbury put out a document in June of this



year, and one short paragraph I think needs to be taken into consideration. Perhaps you can even strike up a communication with them regarding it. They say: "Based on known developments and planned future projects, the decade of the 1980s is likely to be a stagnant one for northern Ontario's economy as a whole. Only Elliot Lake, Timmins and Thunder Bay, the three current front-runners, appear likely to maintain their economic momentum into the next decade." That's by the federal department of Manpower and Immigration.

Then, of course, there's the document, which you may have heard about, called Profile of Failure by the Sudbury District Chamber of Commerce. Has the minister ever heard about that document?

Mr. Martel: He's smiling.

Mr. Laughren: Well I want to let you that document is worthy of quotation far and wide.

Hon. Mr. Bernier: You must have written it.

Mr. Laughren: No, as a matter of fact. The Chamber of Commerce took a look at the province's Northeastern Ontario Regional Strategy for development and they found it wanting. As a matter of fact they said this: "The Northeastern Regional Strategy is devoid of any strategy of development, physical, economic or social. It represents the pinnacle of intellectual bankruptcy of the southern establishment in even analysing the problems of the north, let alone dealing with them effectively. The only way to deal with Northeastern Ontario Regional Strategy is to let it terminate as an expensive receptacle of dust until it glides, gracefully or otherwise, into oblivion."

"The fundamental problem with Northeastern Ontario Regional Strategy can be summed up as the trioka of noes; no strategy, no analysis and no programs; therefore no use."

That's the Chamber of Commerce speaking. I wouldn't resort to that kind of rhetoric myself, there you go.

Mr. Martel: He didn't say that.

Hon. Mr. Bernier: Leave it on the record, let the other members know that's how parochial, narrow and biased they are.

Mr. Martel: It's not parochial.

Hon. Mr. Bernier: Now that the Chamber of Commerce is biased we'll have no friends left at all.

Mr. Laughren: Let me go on because I think you need to get the full flavour of the document. They say:

"Having failed dismally to deal with the substantive issues, Northeastern Ontario Regional Strategy has resorted to restating motherhood objectives in the hope that somehow innocuous objectives can substitute for a region's strategy. The fundamental flaw of NORS is the absence of any strategy or development.

There is, however, a secret strategy in NORS. The secret strategy can best be characterized as the colonial exploitation of the natural resources of the north for the benefit of the south. On careful evaluation one has to conclude that NORS views the north as a supplier of raw materials for the golden horseshoe and as a market for its manufactured goods and services.

"In the absence of any meaningful strategy of development, the Northeastern Ontario Regional Strategy has to be labelled as a textbook case of an upper class welfare project." That's not a bad summary.

"The analysis is so sophomoric that one is tempted to conclude that it was intended to be that way. How else can one explain why highly paid planners would indulge in elementary school compilation of published data?"

But I don't want you to think that the Sudbury Chamber of Commerce was strictly negative. They are very positive and they laid out a program or plan of action for you to consider; in fact they call it an action program. Some of those things your ministry should look at.

Hon. Mr. Bernier: It's a lot like the last time.

Mr. Laughren: I don't think I'll take the time of the committee to read the whole thing.

Hon. Mr. Bernier: Oh why not.

Mr. Laughren: Do you want the whole thing?

Hon. Mr. Bernier: Sure.

Mr. Laughren: Okay. "One, Adopt the Northeastern Ontario Development Strategy suggested in this paper, including the urban-centred concept; two, Designate Sudbury as the metroplex of the northeast to provide a higher order of central place functions to the entire region; three, Designate North Bay, Sault Ste. Marie and Timmins as sub-regional centres to act as the three corners of the Sudbury triangle."

Mr. Martel: That's the only part.

Mr. Laughren: Well it is the population centre of the north.

Mr. Martel: Oh it's all Sudbury.

**Mr. Bolan:** They're as bad as you people, you want it all.

**Mr. Martel:** The peace and truth trio.

**Mr. Laughren:** "Develop a limited access, four-lane highway between Sudbury and Toronto. Develop a high-speed rail link between Sudbury and Toronto." Let's not phase one out between North Bay and Toronto, I might add.

**Mr. Nixon:** Even if it stops in Orillia?

**Mr. Laughren:** "Consolidate provincial offices and structures within the metro centre of Sudbury. Speedily complete the provincial office tower in the civic regional complex of Sudbury."

**Mr. Martel:** After \$93 million lost in wages; done.

**Mr. Laughren:** Look what it took to get it; massive layoffs in the Sudbury area.

**Mr. Kerrio:** A diamond triangle to compete with the golden horseshoe.

**Mr. Laughren:** "Provide adequate funding for the revitalization of downtowns in Sudbury, North Bay, Sault Ste. Marie and Timmins. Thoughtful analysts could argue that cold political calculus would dictate the location of the Ministry of Northern Affairs office in Sudbury."

**Mr. Martel:** I hope not.

**Mr. Laughren:** "We urge the province to reconsider its decision to locate the office in Sudbury. Nine, design incentive packages to ensure the location of industries in the northeast; 10, identify industries which have comparative cost advantages in locating in the northeast; 11, reorder provincial policies to favour the northeast."

I would include the northwest, having a provincial view of these kinds of things.

**Hon. Mr. Bernier:** Thank you.

**Mr. Laughren:** "12, develop Laurentian University into a specialized centre for northern studies and expand it to become one of the pre-eminent institutions of higher education offering bachelors', masters', doctorate and post-doctorate training in fields related to northern problems." That's a very serious, a very substantial and very good recommendation.

"13, create a strong graduate and post-graduate school at Laurentian University concentrating on mining and metallurgical engineering programs, including post-doctoral research."

**Hon. Mr. Bernier:** I would say Lakehead University.

**Mr. Laughren:** You would?

**Mr. Martel:** You've got one good university you've got forestry there now; what in God's name are you talking about?

**Mr. Laughren:** "14, establish a research institute at Laurentian University on tunneling and earth-moving where focus would be on improved methods of carrying out the operations; 15, establish a northern recreation complex in Sudbury which would act as a clearing house of information as well as providing a variety of services and facilities, including tours into the northern wilderness, Hudson's Bay, Lake Nipissing, Georgian Bay, Manitoulin Island, et cetera. The thrust should be to make the region the hub of the northern playland."

The member for Timiskaming would have them all up on Maple Mountain.

**Mr. Havrot:** You only wish you had a place like that.

**Mr. Martel:** So do you.

**Mr. Laughren:** "16, substantially increase business tax applicable to the properties of the mining industry to provide additional compensation to the mining communities with the revenues arising out of mining operations within their boundaries; but combined with a corollary downward revision of the rate structures under the Mining Tax Act."

**Mr. Wildman:** That's very important for places like Elliot Lake.

[4:30]

**Mr. Laughren:** Those are 16 recommendations. The region has asked for the last one; and Inco itself has asked for that. The only stumbling block is this government. Even though, as I said earlier, the Minister of Northern Affairs was the architect of the exemptions and so forth, he should now be making those arguments in view of the rather serious problems facing us in northern Ontario. I see that as his mandate as a matter of fact. I don't think he is doing us a favour, it's his responsibility. The way it is now, the ministry, is like a pea under a shell. The funds go from one ministry into this one and are shuffled about and nobody knows where to apply for the funds. That's simply not fair.

**Mr. Kerrio:** From a wounded moose to a pea.

**Mr. Martel:** Actually he's never there to decide these matters.

**Mr. Laughren:** I know this minister must have trouble changing pace, going from what I have always regarded as the most important ministry in the government to what undoubtedly is the least important ministry in government, because it is not an operating ministry. That's the fundamental problem.



There are real problems with the other ministries. If you check with your officials—perhaps they don't know but I suspect they do—there are not just problems but there is resentment at the role your ministry is playing in northern Ontario. As a matter of fact you're mucking it up; and that's not acceptable in the north, there are problems enough. When people want funding they don't know where to turn. Your ministry is not acting in a very helpful way with those kinds of problems.

I will cease my remarks there. I want to talk at greater length about problems in the unorganized communities, many of which are in my riding. I know my colleagues do as well, so I would appreciate some comments from the minister.

**Mr. Chairman:** Do you want to get an answer from Mr. Havrot?

**Mr. Laughren:** No, it's in the leadoffs.

**Mr. Chairman:** Do you want to hear from my colleague?

**Mr. Laughren:** No. It's the critics the minister replies to. He's not a critic.

**Mr. Wildmen:** He can speak afterwards.

**Mr. Martel:** Is he the critic for the third party, the Tory party? I don't blame him; with this ministry he should be a critic.

**Mr. Havrot:** I didn't say that.

**Mr. Martel:** Critic or critique.

**Hon. Mr. Bernier:** If I may respond, I won't be as lengthy as my colleague from Nickel Belt.

**Mr. Martel:** That is a good analysis.

**Mr. Havrot:** Fairy tales.

**Mr. Laughren:** Go ahead.

**Mr. Martel:** You wouldn't know the difference.

**Hon. Mr. Bernier:** I have heard it before. There's lots I agree with in general, there is no question about it.

**Mr. Grande:** What do you disagree with?

**Hon. Mr. Bernier:** We share concern over job creation and job development. There is no question but that that's an area in which we all are on common ground.

I want to respond to the member for Rainy River and answer his questions concerning the increase in the actual budget. I am particularly pleased he's going to zero in on the actual dollars. I think this is what estimates are for, to look at where the money is going, because this is what northerners really want. The philosophical approach to some of our problems is there, but I think the member's approach is a very positive one. I want to respond and point out to him that there has

been a substantial increase in northern communities' assistance, which is part of the regional priority budget. It is a community assistance program of about \$7 million. The overall regional priority budget, which we'll get into in greater detail as we move through the estimates, has increased in excess of \$12 million, which makes up the extra \$20 million that was moved in.

I might say, with all due respect, that a \$20-million increase last year represents about a 20 per cent increase. When you consider that increase with what other ministries were receiving at that particular time—five, six and seven per cent increases—the government did recognize in a very positive, sincere and very material way the needs and the aspirations of northern Ontario by putting the bucks where their mouth was. There is no question about it, it's there. We set the pattern, and I hope we can follow that same pattern as we move in the months and the years ahead when it comes to the allocation of budget for this particular ministry.

As I said before, the Ministry of Northern Affairs will for the first time be able to focus on the development of northern Ontario and the very real needs of northern Ontario in a positive way. We will be highlighting this and you will be able to see the expenditures that are being made in northern Ontario. As northerners we can separate what we are doing from all the other ministries and see what's actually being done. I think that is what we as northerners really want, so that as we move ahead you'll have an opportunity to compare our operation this year. Next year, of course, you will be able to compare in a much more positive and much fuller way.

The member questioned the staff transfers, the complement transfers from various ministries. We have received the total complement transfer from Ministry of Natural Resources of 65, from TEIGA 32 and one from MTC, which totals 98, and we have added a total of 75 new complement for a ministry total of 173. The ministry staff distribution as to regions is, 74 in the northeast, which is 43 per cent of our total complement, 50 in the northwest, which is 29 per cent, and 49 remain in Toronto, which is 28 per cent, for a total of 173 complement and that adds up to 100 per cent.

**Mr. Reid:** Concerning the 74 in the northeast, is this pretty well the entire staff of the Ontario Northland?

**Hon. Mr. Bernier:** No. That is separate from the Ontario Northland. We have not included Ontario Northland in those figures at all. That is dealt with as a separate commission. If we put the Ontario Northland em-



ployees on top of that our presence is very substantial.

**Mr. Laughren:** How many of these were formerly northern affairs office employees?

**Hon. Mr. Bernier:** Sixty-five out of a total of 173 would be the former northern affairs staff. That is the spread across the north, and since then we have added additional staff into the northern affairs branch. Regarding Iroquois Falls, I am sure the member is aware of that. The inquiries branch—don't talk about that particular branch.

**Mr. Laughren:** No; I know, Leo.

**Hon. Mr. Bernier:** You know what northerners think of it.

**Mr. Laughren:** You are fulfilling the same role.

**Hon. Mr. Bernier:** You are losing touch if you are not supporting the role of the northern affairs branch.

**Mr. Kerrio:** Tell us what they are supposed to be doing now.

**Hon. Mr. Bernier:** I must say that I am a little disappointed with the negative attitude, really—I'd have to say it's a negative attitude—towards northern development and the thrust we are taking—

**Mr. Laughren:** We wish there were some.

**Hon. Mr. Bernier:** —by the member for Sudbury. I think it's a negative attitude. I think it is that kind of attitude that breeds discontent in northern Ontario.

**Mr. Laughren:** What are you talking about? Be specific.

**Mr. Wildman:** Unemployment breeds discontent.

**Mr. Kerrio:** Put on a happy face.

**Hon. Mr. Bernier:** That constant harassment, that constant gloom and doom to which the member for Timiskaming referred to, is there, it's always there.

**Mr. Laughren:** There have been layoffs, Leo, what do you expect?

**Hon. Mr. Bernier:** I would hope as we move through these estimates and as we spend time in this Legislature the members of the New Democratic Party would turn around. I think it is time to turn around.

**Mr. Laughren:** Let the record show the minister has a smile on his face.

**Hon. Mr. Bernier:** No, I have not. I am really serious. I think it is time to turn around. The north wants you to turn around. They want you to get on a positive footing.

**Mr. Laughren:** Sudbury wants us to be happy about the layoffs. What a lot of nonsense. Why don't you be honest for a change?

**Hon. Mr. Bernier:** The north is bigger than the south. Let me finish. You know it's true.

**Mr. Laughren:** Talk about rhetoric. I avoided rhetoric, why do you engage in it?

**Hon. Mr. Bernier:** You know it's true. It is that attitude—

**Mr. Laughren:** What a lot of crap.

**Hon. Mr. Bernier:** —that makes it difficult for all of us northerners to fight, really, when you have that kind of an attitude.

**Mr. Laughren:** It is so stupid it's an insult to us to sit here and listen to it.

**Hon. Mr. Bernier:** It comes from the basin trio, that is where it is from. The Sudbury basin trio, that is where it comes from all the time.

**Mr. Laughren:** Are the layoffs a positive act, Leo? What about the layoffs? Address yourself to the layoffs if you're so smart. Come on, Leo, tell us about the layoffs then. If you want to be positive, tell us what you are going to do about the layoffs.

**Hon. Mr. Bernier:** I am as concerned as you are and as everyone else is in northern Ontario.

**Mr. Laughren:** Don't tell me that about being positive. Tell us what you are going to do about the layoffs, then.

**Hon. Mr. Bernier:** Will you be quiet?

**Mr. Laughren:** No, I won't be quiet until you tell us what you are going to do about the layoffs. You can't sit there and tell us to be positive when you are not doing a damn thing about the layoffs in the Sudbury basin. No, Mr. Chairman, don't point your gavel at me. If the minister can't sit there—

**Mr. Chairman:** Mr. Laughren, the minister listened to your complaints. In fairness, now, he is answering and if you are not satisfied you criticize him.

**Mr. Laughren:** He's being provocative.

**Hon. Mr. Bernier:** No, I'm not.

**Mr. Laughren:** He's making a fool out of himself.

**Hon. Mr. Bernier:** I am trying to be as positive as all I can, really.

**Mr. Laughren:** Tell us about the layoffs in Sudbury, then. What is being positive about that?

**Hon. Mr. Bernier:** Give me an opportunity.

**Mr. Laughren:** You are just rambling on and saying nothing.

**Hon. Mr. Bernier:** I'm not. I'm just trying to point out to you that we in the Ministry of Northern Affairs are very—

**Mr. Laughren:** You're being silly and childish.

**Hon. Mr. Bernier:** —active with other ministers and other ministers in dealing with the Inco situation. I have personally been involved in all the discussions—

**Mr. Laughren:** What a joke. What are you doing?

**Hon. Mr. Bernier:** —with Inco and Falconbridge.

**Mr. Laughren:** What are you doing?

**Hon. Mr. Bernier:** I am part of the cabinet committee dealing with the mining problems and the future of mining communities in northern Ontario.

**Mr. Laughren:** Whoop-de-doo.

**Hon. Mr. Bernier:** In fact, my deputy minister is the secretary of that particular cabinet committee. It's a recognition of our role that we will be playing in the development of northern Ontario.

**Mr. Laughren:** What are you doing? Anybody can go to a meeting. What are you doing?

**Hon. Mr. Bernier:** I'll just mention the Burwash situation. I'd just like to point out to you that our assistant deputy minister, who is located in Sault Ste. Marie, looking after northeastern Ontario, is part of that committee that's dealing with the Burwash situation.

**Mr. Laughren:** Another committee. Boy, oh boy, you're big on committees.

**Hon. Mr. Bernier:** Here again the Ministry of Northern Affairs is very actively involved.

**Mr. Laughren:** Yes. What are your committees doing? What are you doing besides sitting on committees?

**Hon. Mr. Bernier:** I think, Mr. Chairman, that the results will be there. We don't have the answers, neither do you.

**Mr. Laughren:** No, you sure don't.

**Hon. Mr. Bernier:** We admit that, all of us do. When we are dealing with a world-wide market situation.

**Mr. Laughren:** What a joke; and you just accept it. Rape is inevitable, Leo, so you lay back and enjoy it.

**Hon. Mr. Bernier:** I just want to point out that the Ministry of Northern Affairs—and the member for Rainy River (Mr. Reid) will attest to this—

**Mr. Laughren:** Maybe he will.

**Hon. Mr. Bernier:** We're very actively involved with the industrial strategy for northwestern Ontario, having completed two—

**Mr. Wildman:** Rene Brunelle could do that.

**Hon. Mr. Bernier:** Northwestern Ontario?

**Mr. Wildman:** Yes, he claimed it. You weren't in his estimates, he claimed it. You should read Hansard.

**Mr. Laughren:** Would you be more positive, Mr. Minister, and tell us what you're doing to alleviate the layoffs? Be positive.

**Hon. Mr. Bernier:** We spent two full days at the Quetico centre with the Treasurer (Mr. McKeough) and many of my government colleagues—

**Mr. Reid:** In camera.

**Mr. McClellan:** Give us some good news.

**Mr. Laughren:** Tell us what jobs you're creating, Leo.

**Hon. Mr. Bernier:** —to get the political input from the municipal advisory committee, which was very beneficial.

**Mr. Laughren:** Tell us about your job creation programs.

**Hon. Mr. Bernier:** That particular report is being finalized now within the various government departments and will be available for publication and further review early in 1978.

The member made reference to communications not coming forward in certain areas of northeastern Ontario. I will admit he recognized some of the major improvements that have been occurring in the northeast and in the northwest, but he mentioned Shining Tree. I have to say to you, sir, that he hasn't been to Shining Tree because—

**Mr. Laughren:** Oh, yes I have.

**Hon. Mr. Bernier:** —he doesn't know what's going on. There is a movement there.

**Mr. Laughren:** A movement, yes.

**Hon. Mr. Bernier:** I get a little annoyed when he makes reference to the northern communities assistance program.

**Mr. Laughren:** We'll get into that later.

**Hon. Mr. Bernier:** He mentions Sultan. I'll just point this out to you. You mentioned something was taken away, you fail to understand that we just recently approved \$3,500 for a ground water study at Sultan and \$20,000 for a water system contingent on that particular study.

**Mr. Laughren:** Yes, I understand that.

**Hon. Mr. Bernier:** Those things are happening right now. We've only been in operation for a matter of months.

**Mr. Laughren:** You take away with one hand and you give back with the other. That's some improvement.

**Hon. Mr. Bernier:** We're recognizing those particular communities and they are in touch

with us on a very regular basis. We are certainly responding.

**Mr. Laughren:** Real job creation programs.

**Hon. Mr. Bernier:** Our director, George Ormerod, is located in Sudbury now. We will have a very strong presence in the Sudbury area. He will be the liaison officer with the federal government, dealing with the federal government on some of that area's immediate problems.

**Mr. Laughren:** He may drive out all the other ministries.

**Hon. Mr. Bernier:** I just want to remind the committee, as the member talked about the policies of this government, that it was the processing allowance, the special processing allowance that was—

**Mr. Laughren:** It led up to layoffs.

**Hon. Mr. Bernier:** —granted to those firms that would locate in northern Ontario. For the benefit of the new members, a 30 per cent processing allowance was given to those firms that would establish in northern Ontario.

**Mr. Laughren:** Like Falconbridge and Inco; they're already there. What are you talking about; they're already there, Leo.

**Hon. Mr. Bernier:** They made no remarks about those results. Inco undertook a massive development in the Sudbury area to get a rolling plant established there.

Texasgulf; there was not one mention of what happened there. The response by Texasgulf to that processing allowance was a major development in Timmins, which was a direct result.

**Mr. Laughren:** That was Canada Development Corporation support.

**Hon. Mr. Bernier:** I will admit that the former member for Cochrane South, Mr. Ferrier, always made it a point to mention this and to compliment the government on that particular decision, he always did. I fail to see why this group today has not continued that recognition. I'm sorry he's not here with us.

**Mr. Laughren:** It's a little hard to give you recognition when your policies lead to layoffs, Leo. You gave Falconbridge an exemption to ship its ore to Norway and to charge off its costs here in Ontario. It thanked you by laying off about 1,200 people.

**Hon. Mr. Bernier:** Mr. Chairman, on that particular point, I remember well when I made the statement with regard to Falconbridge.

**Mr. Laughren:** Yes, so I do. December 28, 1975.

**Hon. Mr. Bernier:** It was in this very building I called a press conference. The member for Riverdale (Mr. Renwick), was in the conference room at that particular time. The press asked him for a comment. His only comment was, "I'll discuss it in the Legislature."

**Mr. Laughren:** We did.

**Hon. Mr. Bernier:** The member for Sudbury East (Mr. Martel); do you know what his reaction was? "Nationalize them." That was the only comment that came out of that particular political party at that particular time.

[4:45]

**Mr. Laughren:** Not a bad idea; a good suggestion. We mightn't have had the problem we are facing now.

**Hon. Mr. Bernier:** Do you know what we were doing? We were keeping the jobs in place.

**Mr. Laughren:** And then they were laid off; yes, sure you did, Leo.

**Hon. Mr. Bernier:** Three and four years ago—

**Mr. Laughren:** How can you say that so stupidly?

**Hon. Mr. Bernier:** —they didn't jump on the bandwagon then, they knew what we were doing. They knew the very positive results that occurred from those decisions.

**Mr. Laughren:** Yes, layoffs.

**Hon. Mr. Bernier:** They knew.

**Mr. Laughren:** Thanks a lot, Leo.

**Hon. Mr. Bernier:** They knew at that particular time.

**Mr. Laughren:** Don't do us any more favours.

**Hon. Mr. Bernier:** Nobody could forecast three and four years ago that the world market situation—

**Mr. Laughren:** Yes; two years ago, not three or four years ago.

**Hon. Mr. Bernier:** —would go this particular way. So I have to say to you, Mr. Chairman, that some people have pretty short memories, they have some pretty short memories.

**Mr. Laughren:** So do you, Leo.

**Hon. Mr. Bernier:** On that particular point, I just want to touch on the socialist philosophy.

**Mr. Laughren:** Please do; no rhetoric, though.

**Hon. Mr. Bernier:** I had the pleasure of meeting with the editor of the major mining



newspaper in Great Britain, similar to the Northern Miner in Canada, and the first thing he said to me was: "You know, as I move around the world"—he was on a worldwide trip really—"I am hearing loud and clear what is happening in Saskatchewan." At that particular time he was hearing what the British Columbia government was doing with regard to its resources; and then of course we heard the rumblings in Quebec about nationalization.

It's the investment climate that it's affecting. He said: "The people outside the borders"—

**Mr. Laughren:** This is a free enterprise province and look what's happening to us, Leo.

**Hon. Mr. Bernier:** —"really don't grasp the fact that Saskatchewan is a separate province."

**Mr. Laughren:** What have you done to Ontario?

**Hon. Mr. Bernier:** They see the nationalization of the potash industry, and Quebec trying to nationalize the asbestos industry.

**Mr. Wildman:** Did he talk to you about North Sea oil?

**Hon. Mr. Bernier:** They think of Canada as a whole, and it has a direct relationship to the investment climate in this country.

**Mr. Laughren:** What have you done?

**Hon. Mr. Bernier:** It's the old Eric Kierans philosophy. That philosophy has done this country more harm the last six or eight years than any other philosophy that I know of.

**Mr. Laughren:** Oh yes, free enterprise government in Ontario.

**Mr. Wildman:** He's a millionaire Liberal.

**Mr. Kerrio:** What's wrong with a millionaire Liberal?

**Hon. Mr. Bernier:** Those of us who live in the north are feeling the brunt of it every day.

**Mr. Wildman:** Did you discuss North Sea oil with that gentleman in Britain?

**Hon. Mr. Bernier:** I just hope the day is not too far off when our socialist friends will turn around and see what Sweden has done. What have they done to their socialist policies? What has Australia done?

**Mr. Wildman:** They have maintained those policies, every one of those countries.

**Hon. Mr. Bernier:** You know we know what's happened in BC; and what's happened in the province of Manitoba.

**Mr. Wildman:** They haven't turned around any of those policies in BC either.

**Mr. Laughren:** Let's talk about Ontario, Leo; can we talk about Ontario?

**Hon. Mr. Bernier:** Those socialist tendencies have been routed to the right.

**Mr. Laughren:** What's happening in Ontario?

**Hon. Mr. Bernier:** They have routed to the right.

**Mr. Kerrio:** Everybody is working though. Everybody is working for the government.

**Hon. Mr. Bernier:** Oh yes, lovely.

**Mr. Kerrio:** Those people have wakened up.

**Mr. Cooke:** Would you keep them on welfare?

**Hon. Mr. Bernier:** I say to you the people of northern Ontario woke up too.

**Mr. Laughren:** What's happening in Ontario, Leo? Tell us about Ontario. Tell us about the layoffs here. No new mines being developed, layoffs in the existing mines.

**Hon. Mr. Bernier:** If you are truly interested in the north, you won't advocate those particular philosophies and policies. I am a little disappointed to hear the hon. member refer to this ministry as one of the least important ministries.

**Mr. Laughren:** It certainly is the way you are running it.

**Hon. Mr. Bernier:** I think if he travels in northern Ontario—

**Mr. Laughren:** I do.

**Hon. Mr. Bernier:** —and sees the various programs and the new relationships that are being developed among—

**Mr. Laughren:** New conflicts.

**Hon. Mr. Bernier:** —northerners, this ministry and this government won't say that, because he's not knowledgeable, with all due respect. He refers to me as the wounded moose traipsing around in the north. I intend to continue and to accelerate that particular movement in the north, so you are going to hear and you are going to see a lot more of me. I would like to say that to you, because that relationship is going to be built upon.

**Mr. Laughren:** You spoil my Christmas.

**Hon. Mr. Bernier:** Maybe we are a threat to your political future up there. I can say that to you; if that's the way you want to take it, then fine.

**Mr. Wildman:** He's only 57 per cent.

**Hon. Mr. Bernier:** But certainly politics is not our goal; the quality of life, job creation and everything that goes with it in northern Ontario, is.

**Mr. Laughren:** Tell us about job creation. Go back to job creation, you just touched on it.

**Hon. Mr. Bernier:** The whole ministry is directed in that particular direction.

**Mr. Laughren:** Would you expand on that a bit?

**Hon. Mr. Bernier:** I just want to go through general comment now; we can do that later on in dealing with the unorganized communities rather than go into specific details now. Mr. Chairman, that concludes my response to the—

**Mr. Reid:** Did you respond, or maybe I was out for a minute, to your relationship with the other ministries?

**Hon. Mr. Bernier:** Yes, we have a co-ordinating role. I can refer to the Ministry of Health as one typical example where we felt that the health services in northern Ontario, and one of the members referred to the dental requirements—

**Mr. Laughren:** Chapleau, for example.

**Hon. Mr. Bernier:** The regional priority budget is an area that we are using to develop hard services in the form of purchasing dental coaches. It is a very close, co-operative relationship we have with the Ministry of Health. Our goal is to purchase 10.

**Mr. Reid:** But do we need a Ministry of Northern Affairs to do that? You know that's one of the questions.

**Hon. Mr. Bernier:** No; you can say that, but it hasn't been done up to now.

**Mr. Laughren:** It is not an operating ministry, get that out of your head.

**Hon. Mr. Bernier:** You didn't have that northern thrust and that northern input, and this is our particular responsibility.

Tourism is another area that we are moving ahead with, and we're working very closely with the Ministry of Industry and Tourism on this.

**Mr. Laughren:** How is business in the tourist industry?

**Hon. Mr. Bernier:** If you had been to NOTOA in Thunder Bay you would have been surprised. It was one of the most successful conventions they have had in years. They have had a good year and they're in for better years, there's no question about it, but they are concerned about the future of the hunting and fishing lodges, rightly so.

We are going to co-operate with that particular industry in looking at that particular segment of the tourist industry, to see where they're going, to see what their market potential is.

**Mr. Laughren:** Are they worried about competition from Minaki?

**Hon. Mr. Bernier:** Yes, they are. They supported the completion of Minaki. With that kind of attitude you'll probably get wiped out in northwestern Ontario, because you really don't have the grasp and the feel for what is happening in the north. You move to the metropolitan centre of Sudbury—

**Mr. Wildman:** Wait a minute, I'm a rural member.

**Hon. Mr. Bernier:** —and you try to give me the impression that you're speaking for northern Ontario. You really don't care.

**Mr. Wildman:** My riding is 400 miles long; it's not urban.

**Mr. Laughren:** Mr. Chairman, I wish you'd keep a little order.

Interjections.

**Mr. Reid:** I asked the minister years ago if he could explain specifically what his policy-making role is in relation to the Ministry of Natural Resources and the Provincial Secretariat for Resources Development.

**Hon. Mr. Bernier:** Well, if I can just go a step further and refer to our relationship with MTC and the transportation policies. We are working very close with MTC, with the ONTC now under our responsibility. That is an area that we are moving ahead on very rapidly; and the Transair intervention going on today in Winnipeg is part and parcel of the direction in which Northern Affairs felt it should go. That's the kind of co-operation and the kind of thrust that we are involved with. We are getting northern input into decisions that were formerly and normally made here at Queen's Park.

It's a new ball game and as we've moved on—we've only been around since July officially—we are working—

**Mr. Laughren:** You've already caused two massive layoffs.

**Hon. Mr. Bernier:** —very closely with all the ministries that have a direct influence on the future development of our resources and the betterment of the quality of life in northern Ontario, be it in the resource development, be it in the social field, or the justice field—that whole area.

**Mr. Wildman:** What about industrial development?

**Hon. Mr. Bernier:** Yes, in industrial strategy too.

**Mr. Laughren:** In job creation especially, eh?

**Mr. Havrot:** First of all, Mr. Chairman, through you to the minister, I would like to congratulate the minister on his appointment as the Minister of Northern Affairs. My experi-



ence in the last five months with the minister has been a most rewarding one. I have had a lot of co-operation from the ministry. In 1971, shortly after the election, when the northern affairs branch was established, the opposition members screamed blue murder that this was nothing but window dressing; but six years later we find that the northern affairs officers are pretty good. They have done a pretty good job. But the opposition wouldn't give it a chance at the beginning; they were doing nothing but criticizing. I say that on a positive note; I am talking on a positive note, because I always think positively. I don't think in a negative attitude, with the gloom and doom that some of our northern colleagues may want to impress upon the people here. I feel we've got to work with the minister instead of fight with the minister.

We're here to try to co-operate and to try to resolve the problems of the north, not by just shouting and arguing but by good common sense approach to the problems that we have in the north.

Negative thinking has been destroying the north. All you have to do is look at the population decline, in my riding and other ridings in northern Ontario. There's no doubt that if we continue on this path of self-destruction by gloom and doom thoughts, instead of giving it a positive approach to try to resolve a problem, we're certainly not going to get ahead or further the cause of our people in northeastern and northwestern Ontario.

**Mr. Wildman:** He's suggesting putting his head in the sand.

**Mr. Havrot:** Look my friend, I've been in the north for 47 years and I must say I am still a positive thinker. I know that the future of the north still lies there and it's going to grow, but we've got to take a positive attitude. We're not going to solve problems by shouting and screaming at each other.

To return to the layoffs, I can't understand the member for Nickel Belt (Mr. Laughren), who is supposedly an economist—

**Mr. Laughren:** Never have.

**Mr. Havrot:** —of some sort, or has studied economy and cannot tell me about the law of supply and demand, I cannot understand him throwing up a facade and having tantrums and accusing the minister of creating the layoffs at Inco. If you think there are going to be layoffs at Inco, my friend, look at Timmins, also in the mining industry, where the surplus copper and zinc stocks are bulging in the warehouses. It's just a matter of time before that mine may have to lay off some people too.

Look at the layoffs at Noranda mines in Quebec. Are you going to blame this on our minister? Was the present minister the cause?

I'm concerned about the pulp industry in northwestern Ontario, because of pulp and newsprint stocks are in excess now. World markets are so tight we may have layoffs in the pulp and lumber industries too. So let's stop kidding ourselves and trying to accuse one man of creating these problems.

**Mr. Wildman:** I suggest you could say it's the whole government.

**Mr. Havrot:** Come on, it's a worldwide problem. It's not a localized problem or a provincial problem or a Canadian problem, it's a world market problem.

**Mr. Laughren:** That's why I said let's industrialize, that's why I said that.

**Mr. Havrot:** I read an article just recently about—

**Mr. McClellan:** Is this positive enough for you, Leo?

**Mr. Havrot:** I recently read a newspaper article about the nickel situation. In 1951 Canada controlled and produced 90 per cent of the nickel; today Canada produces 20 per cent of the world's nickel supply.

**Mr. Laughren:** But Inco owns the rest.

**Mr. Havrot:** But you have 35 different countries involved in the production of nickel. Somebody accused me of keeping my head in the sand here, well let's get our heads out of the sand and start looking at the realities of life. I didn't come here to make a speech because I was provoked by the member for Nickel Belt, basically I came here to express my views on the Northlander and your announcement about the Northlander being discontinued.

**Mr. Wildman:** Be positive.

**Mr. Havrot:** I support the remarks made by the action group which represents northeastern Ontario municipalities, and if you'll permit me I'll read them into the record so there will be no doubt as to why the Northlander has been discontinued from North Bay to Toronto.

**Mr. Laughren:** Supply and demand, right?

**Mr. Havrot:** "Prior to the advent of the Northlander, the north was served by one train per day, with North Bay served by a second train operated by the CNR on week-ends covering the run between North Bay and Toronto. With the advent of the first phase of Northlander service in June, 1977, as only two of the four new train sets were available, new day service between Timmins and Toronto was established, and the existing night service, using the old train facilities



between Toronto and Kapuskasing, was continued on a temporary basis, pending the receipt of the other two train sets.

"During the intervening period, the Canadian Transport Commission ruled that the second and final Northlander phase between Kapuskasing and Toronto should be postponed until the first phase could be assessed as to winter operating conditions, thus leaving the old service in existence until spring, 1978.

"The ONTC decided, when only two of the new train sets were on hand, to operate a temporary summer service between North Bay and Toronto to provide the staff with experience. This special service was to be curtailed when the third train set arrived, and which was received in September. But the service was extended to the end of October and now has been extended to January 9.

"The city of North Bay had circulated a resolution proposing that this special third service be continued permanently. Prior to the Northlander service being inaugurated, North Bay was serviced by one train daily and two on weekends to Toronto. This has now increased to three trains per day and four on weekends. It should be noted that North Bay is now serviced by daily trains departing southbound at 2:55 a.m., old train; 7:10 a.m., special train; and 12:30 p.m., Northlander; with the addition on weekends of a train departing at 7:30 a.m. on Saturday, 20 minutes after the regular train; and one at 5:15 p.m. on Sundays.

[5:00]

"There is no question that this special service between North Bay and Toronto will add huge costs to train operation which cannot be justified on the basis of need or use and which could lead to the loss of an essential service to the remainder of the region and perhaps prejudice the new Northlander facilities for which we have all waited so long.

"The most serious aspect of the whole situation is what effect the continuation of this special North Bay service may have on the previously planned and approved Toronto-Kapuskasing service. With North Bay-Toronto retaining this extra daily train, there would be no equipment available for the original scheduled service. We would like to point out here that the second phase of the Northlander operation should include the community of Hearst in this service, as the true north-south transportation corridor covers the area from Hearst to Toronto.

"Hearst lost its train passenger service in 1966 when the Canadian Transport Commission approved the CNR request to delete the service and replace it with a bus service

contracted out to the ONTC, and with the train crew stopping over in Kapuskasing for eight hours each day waiting to make the return trip easterly and southerly rather than carrying on the 60 miles to Hearst.

"When we see ONR, a provincial agency operating an unnecessary and costly special service outside the original guidelines established by the provincial government; and when we see both the ONR and CNR running a train on Saturdays south from North Bay just 20 minutes apart; and between the two carriers providing four trains on each Saturday and Sunday connecting North Bay and Toronto when many northern centres are served by only one train per day and some do not have any—"

**Mr. Laughren:** Like the Sault.

**Mr. Havrot:** "—and when we see that after only three months of inaugurating a new passenger service, it has been snarled up in operation and intent beyond belief, we are left to wonder what the end result will be. When we see the lack of co-operation between the CNR and the ONR in the operation of the Northlander south of North Bay over CN trackage with the CNR's arbitrary imposition of 35 miles-per-hour slowdowns in some sections, rather than trying to work out means of improving and speeding up the service; and when we see the CNR charging the ONR \$13 per mile for the use of its trackage for a train provided by others, without attempting to negotiate some reasonable rate based on the actual costs involved, which exorbitant rates make the usage billing for a one-way trip for the 207 miles from North Bay to Toronto a total of \$2,691 and would require 211 passengers to break even, without taking into account the capital costs of purchasing the train and the costs of maintaining it, particularly when the Northlander can carry only 114 passengers and you require 211 to break even; and when we see the duplication of service and the confusion between the hopscotch rail operations, with the CNR responsible for the portion from Hearst to Cochrane, the ONR for the portion from Cochrane to North Bay, and the CNR for the portion from North Bay to Toronto, we cannot help but question the ability and/or the desire of the ONR and the CNR to efficiently and economically operate a rail passenger service in this region."

**Mr. Wildman:** Come on, be positive.

**Mr. Havrot:** "There appears to us to be a complete disregard for the public, a disregard that must stop here and now. It is unbelievable to see two public agencies arguing about some outlandish rental rate

on tracks, which after all are owned by the public and should not be the subject of paper economics that only add to cost. The rail carriers cannot seem to arrive at the simple solution, what is in the best public interest, now and in the future.

"The action group proposes"—if you can bear with me for a few more minutes "one, that the Ontario government request the Ontario Northland Transportation Commission to immediately cease operating the special train rail passenger service between North Bay and Toronto.

"Two, that the CNR be requested to review the need for the weekend train between North Bay and Toronto. The regular Northlander operation should meet all of the required needs and the costs of the weekend train service could be directed to more necessary parts of the regional service.

"Three, that the Ontario government prevail upon the Canadian Transport Commission to favourably decide upon the second phase of the Northlander operation for institution during the spring of 1978.

"Four, that the Ontario government take immediate steps to negotiate running rights over the CNR rails from Hearst to Cochrane and from North Bay to Toronto in order to achieve one continuous north-south provincial transportation corridor; and that the rates for said running rights be based on actual real costs, with negotiations to be carried out with the federal government.

"Five, that a study be commenced now, for the completion by the spring of 1978, on the second phase of the Northlander services anticipated to be approved, to determine whether one or two trains per day are required and whether they should be day or night trains, and with what sleeping accommodation if any."

With that, Mr. Chairman, I conclude my remarks.

**Mr. Wildman:** Is the minister going to respond?

**Mr. Reid:** Are we going to go by votes now or what?

**Mr. Wildman:** They keep going back and forth. We are on the main office.

**Mr. Chairman:** Well they want to be heard.

On vote 901, ministry administration program; item 1, main office:

**Mr. Wildman:** Mr. Chairman, I have some questions on the main office.

I was hoping we could get some information regarding the minister's relationship with other ministries from his lead-off. That is what I am concerned about here. The mem-

ber for Rainy River asked for that and we had some explanation; but frankly it leaves me with more questions, especially because both the member for Rainy River and myself were in the estimates of the Provincial Secretariat for Resources Development, and the secretary, Mr. Brunelle, seemed to have claimed all the same responsibilities that the Ministry of Northern Affairs now claims. As a matter of fact, he claimed even one specific one. I understand that this ministry claimed they were very involved, and I am sure they were, in the development of north-western Ontario strategy. That is exactly what Mr. Brunelle also claimed.

What is the relationship between the two? The terms of reference of the secretariat appear to be very similar to the terms of reference of the ministry. They are both supposedly coordinating functions in terms of development. Obviously, the Provincial Secretariat for Resources Development has tremendous importance in northern Ontario—or should have, I don't think it really does. Unfortunately it doesn't compare to the importance of the Treasurer, who seems to be the pre-eminent individual in determining policies that affect resource development.

I know, this ministry is part of that policy field, as well as a number of other policy fields, and I wonder what the relationship is between the two?

Before the minister responds, I would like him also to take into account the comments made by the Bureau of Municipal Research in March 1977. I quoted this to the secretary as well and asked for a response but I didn't really get one.

"The objective of decentralizing economic and population growth to the north and east is not being achieved. In northern Ontario, for example, the labour force tied to forestry and mining has been in relative decline. The population growth has been slower than the province as a whole and incomes tend to be below the provincial average. It is fair to say that the government has not made significant inroads in solving the problem of regional disparity."

I don't want to be anything but positive. I am trying to be positive, but I am quoting from a reputable research group. They go on to say they are afraid the TEIGA planners are starting to question the effectiveness of economic planning and perhaps even move away from it. How does the minister respond to that kind of comment with his desire to be positive? Can you be anything but factual, as opposed to positive or negative, when the facts are that the population is declining, the labour force is declining, the income levels



are lower? If you will accept those as factual statements, what are you doing about the quality of life and development in northern Ontario in your co-ordinating role? How does that relate to the other ministries? How do you relate to the Provincial Secretariat for Resources Development? How do you relate to TEIGA, to the social policy fields and so on?

I will use a couple of examples here. Recently I asked the Ministry of Transportation and Communications office in North Bay if they could tell me what was happening with the study on Highway 555 between Blind River and Elliot Lake; could they give me some indication when it would be completed and when we could expect a response? They said the Ministry of Housing was involved because of the need for housing in Elliot Lake. I checked with the Ministry of Housing. They said the Ministry of Northern Affairs was involved and it was really up to Northern Affairs and to Transportation and Communications.

So I went back to Transportation and Communications. The man there said in a rather irritable way, "Well, that's up to Northern Affairs. It's been in their lap for a long time now."

I would like to know, what is the relationship between MTC and Northern Affairs? When they want to build a road, do they come to you with a proposal to build a road and then do you say, "All right, we are looking at the priorities for development in the area and we think this road is a good one to build." Or do you make the plans as far as road-building is concerned and go to MTC and say, "Okay, we think there is a necessity to build a road here and we would like you to look at it in terms of your budget."

I don't know what the relationship is. Before you respond to that, there is one other example. Just this week—yesterday as a matter of fact—there was an announcement made by the minister that MTC was going to call tenders on the resurfacing of Highway 17 east from Sault Ste. Marie to Bar River in my riding, which is nice to hear. I hope you know, the Garden River band has been in a real controversy for a long time with MTC about that piece of road and the possibility of completing a four-lane highway through the reserve. At a meeting in May, the Garden River band council representatives made it pretty clear to the Minister of Transportation and Communications (Mr. Snow) that they didn't want this road resurfaced until they had some kind of an agreement on whether or not it would be returned to the band when the four-lane highway was built.

I would like to know, were you involved with MTC? What was the relationship between you before that announcement was made? Was the decision made by MTC and they just told you they were going to resurface it and you announced it? I would like to know how it works? What is the relationship between your ministry, as far as planning is concerned, and all the other ministries involved in the north, especially the one secretariat that has the most to say, or should have the most to say about development in the north? Could the minister respond to that?

**Hon. Mr. Bernier:** I will respond to those questions if I may which I think are very valid ones. It is true that as a ministry we have an administrative responsibility, and we have a budget of some \$120 million which we are examining at this point in time. I have pointed out on many occasions we also have a co-ordinating role to make sure we get the northern input for the unique and specific requirements of northern Ontario.

To deal specifically with the roles is a good way to look at it. You will see from the estimates we have the funds for new road construction in northern Ontario. We are in the midst of shifting that responsibility over to Northern Affairs now. It doesn't happen in one split second; it is a move being shifted over to Northern Affairs. We establish the priority. Obviously, this particular year, because we started in the middle of the year, the program has already been established within the green book—you have already seen a copy of that—so those priorities for this year have been established.

We are now working with our staff and getting input from northern Ontario with regard to next year's program, so we will establish the priorities. We will establish the program. We are now examining the five-year program MTC had in place. We are just taking that and saying, "Look, is that what northerners really want? Is that what we want for northern Ontario?" Once we establish that particular priority then we look at our funding, put the two together and say to MTC, "These are the roads we want to build, this is the work we want to accomplish in northern Ontario in this particular fiscal year. Here are the funds. You do the design work and you do the construction and get on with it." That's where we come into the picture.

We do set the priority; it is our responsibility to do the transportation studies and to set the policy for transportation in northern Ontario.

**Mr. Wildman:** Excuse me; on that point, is it staff from your ministry who do the study or does MTC do it?



**Hon. Mr. Bernier:** No, MTC would be doing the study. We would direct them.

[5:15]

**Mr. Wildman:** When you have to decide whether a road is needed or not and that you must do a transportation study in the area, how do you decide? Do you go to MTC and say: "We think there might be a need for a road here. Please do a study, then bring it back to us and we'll decide whether you are right or not. Then we'll get back to you to decide whether or not you'll build it or not?"

**Hon. Mr. Bernier:** As an example, for the Bending Lake road, with which Mr. Reid is very familiar, we earmarked \$400,000. We said to MTC: "We want to do some engineering work on that particular road, which is 40 or 50 miles long. Here's \$400,000. Go out and do it. Bring us back the report with your expertise." That is now pretty well completed. I think they've already had the meeting.

**Mr. Reid:** No, it was cancelled because of the weather.

**Hon. Mr. Bernier:** Anyway that report is complete. It's basically an MNA report. We will be there when MTC goes through the motions of explaining it to the local public.

The next step is back in our ball park, because we have to find the funds to build the road. It's in our budget. We set the priority and decide if the road will be built. Then we turn around and tell MTC to build the road. That's the way it's done. It's quite simple.

**Mr. Wildman:** The fact the guy was kind of irritable about not knowing how he could answer me on 555 was because you hadn't got back to them yet.

**Hon. Mr. Bernier:** It could well be. We're in a transition period, I have to admit that. After all, there's a time lag for the whole system to shift over.

**Mr. Wildman:** What about present announcements? How does that work?

**Hon. Mr. Bernier:** The announcement with regard to the thing comes out of Northern Affairs. We set the priority and we call the tenders. Once a notice of tender has gone out, then we use the tendering system at MTC. Once the building of that road has been established, we announce that tenders will be called, that is our role. Once the tender is called, it is in their ball park. They're on with the job then, they're doing it. They announce who the successful bidder is and get on with the job of doing it.

**Mr. Wildman:** Does that mean that your people would negotiate with a local municipality, or in this case the Garden River band or with MTC?

**Hon. Mr. Bernier:** No, we would ask MTC to do it, because they have the expertise in their ministry. We don't deal with municipalities, we're dealing with King's highways. The municipal road still remains with MTC.

**Mr. Wildman:** No, I didn't mean a municipal road; let's say there was a connecting link situation or something like that.

**Hon. Mr. Bernier:** It's quite likely that in that particular situation negotiations and discussions were ongoing ones with MTC. Our staff were not involved at this point in time, but we will be eventually.

**Mr. Wildman:** Can you tell me what is your relationship with the Ministry of Agriculture and Food? During the Ministry of Agriculture and Food estimates the minister indicated that local agricultural rep offices would remain under the Ministry of Agriculture and Food because they had the expertise. They didn't anticipate that being taken over by Northern Affairs and that ministry didn't think it was a good idea. What is your relationship there?

**Hon. Mr. Bernier:** The funds are in our budget for specific programs as they relate to northern Ontario for farm expansion, development and that type of thing. It's in Northern Affairs. That particular program is within our ministry. Again, we work very closely with the agricultural reps. If we want to build on that particular program and expand it, it will be our responsibility. The agricultural rep, who is responsible to the Ministry of Agriculture and Food and is working with them, will stay there, but he will work closely with our staff in setting the priorities for that particular program.

**Mr. Wildman:** In my area, when there was an announcement made about assistance for wells the announcement was made by Northern Affairs. In part of the announcement it said that farmers who were interested in becoming involved should contact the agricultural rep. When they contacted the agricultural rep he knew nothing about it. He didn't know how it was going to work or where the application forms were or anything.

**Hon. Mr. Bernier:** On that particular program, the deputy tells me we supplied the money for it in northern Ontario. The agricultural rep we used there was a vehicle to get the money out.

**Mr. Wildman:** Can you comment on the overall thing, on the relationship between

you and the various secretariats, especially with the Resources Development secretariat, because as I said Mr. Brunelle outlined the whole terms of reference of his secretariat, what they were doing and everything, and it seemed almost exactly the same as what you've described as your role in northern Ontario, certainly as far as economic development is concerned. On one particular thing, Northwestern Ontario Regional Strategy, Mr. Brunelle claimed that was their greatest achievement.

**Hon. Mr. Bernier:** I can't speak for my colleague, but I can say that Northern Affairs is represented in all policy fields. We have membership in the Resources policy field, the Social policy field and the Justice policy field, so all the agendas of those cabinet committees come to our ministry. We're the only ministry in government that has that kind of representation on those cabinet committees, in addition to being a member of Management Board. So we have a finger on all things related to northern Ontario. If there is a program or an issue being discussed that directly relates to northern Ontario, I'm there or my deputy is there in any one of those policy fields to make sure that we can, will and do co-ordinate that northern Ontario desire and input.

**Mr. Wildman:** For my benefit and for the benefit of other members for the north—there are three others here I think—when we're interested in getting involved or finding out about a project that might benefit a particular community in one of our ridings, who do we contact? Let's say it's a road. Do I phone up MTC or do I phone Northern Affairs? If it's a water and sewer project, do I call the Ministry of the Environment or do I call Northern Affairs?

**Hon. Mr. Bernier:** It's the same relationship. I suppose if you're dealing with the regional priority budgets you would have to deal with Environment and the old Treasury department. They had regional priority budgets. They would set the priorities for certain sewer or water programs for northern Ontario, give the money to Environment and they would get on with the job. We don't get involved with the line ministries per se, but we set that priority.

**Mr. Wildman:** So in other words if it's something new that we think should be looked at—

**Hon. Mr. Bernier:** Yes, come to us. If it's an ongoing program, in all likelihood the Minister of the Environment would be interested. As an example, at Atikokan—and the member for Rainy River would know—

we are putting up moneys under the regional priority budget.

**Mr. Reid:** For a sewage treatment plant.

**Hon. Mr. Bernier:** For a sewage treatment plant, under our regional priority budget. Environment said, "We don't have the money."

**Mr. Wildman:** In Blind River, you're doing the same thing?

**Hon. Mr. Bernier:** Yes.

**Mr. Wildman:** Later on I'm going to ask you what's happening with that.

Anyway, that's interesting. When it comes to purchasing that goes to Government Services, does it?

**Hon. Mr. Bernier:** Everything goes to Government Services for purchases and for billing requirements.

**Mr. Wildman:** In relation to two other things: What is your relationship to TEIGA? Are you the one to determine where the money is going to be spent; where you think it should be spent for new projects for development? Who determines where the money is going to go and how much it's going to be?

**Hon. Mr. Bernier:** We make that determination. We have an overall global budget in regional priorities which deals with regional moneys and with community moneys. We set the priority. When it comes to overall establishment of an industrial strategy, like the northwestern industrial strategy to which you made reference, it was the Treasurer and I who met with the group, accompanied by five or six other cabinet ministers.

**Mr. Wildman:** Was Rene Brunelle one of them?

**Hon. Mr. Bernier:** I think he was. Yes, he was there at Quetico. In fact, I was the vice-chairman with the Treasurer in formulating that next step with regard to that industrial study which is an overall government policy strategy.

**Mr. Wildman:** So if there was a project that involved a number of ministries you're the guys involved?

**Hon. Mr. Bernier:** We're involved, yes.

**Mr. Wildman:** I have one other question on this, Mr. Chairman, and I'll leave it for my colleagues here and then ask my other questions in relation to specific votes.

On June 8, there was a report in the Sault Star quoting the Minister of Northern Affairs, who said that he was sure that there would be a Hydro development on the north shore and that he would certainly press for the Dean Lake site. I'm obviously not quoting



verbatim, but he said that he was sure that it would go through. After the election, and after we came back to the House, I asked the Minister of Energy (Mr. J. A. Taylor) during his ministry's estimates if he knew anything about this statement. He said no, he didn't know anything about it.

**Hon. Mr. Bernier:** That's understandable.

**Mr. Wildman:** He didn't know how that kind of statement could be made unless this minister was just saying that he hoped it would be built, because nobody could know about that until after the Porter commission finished all of its studies and made its recommendations. One of the things it had to report was whether or not the north channel slant should be built. He couldn't understand what you meant unless you just hoped it would be built; and you would be talking, I suppose, to Dr. Porter and himself and indicating that it should go ahead. Could you clarify your relationship with the Ministry of Energy and the Porter commission and what exactly you meant on June 8 in the story in the Sault Star?

**Hon. Mr. Bernier:** As an example, on energy requirements for northern Ontario we are very closely connected to new projects that are being promoted for the development of energy in northern Ontario, again under the regional priority budget. We have specific ideas as to what we would like to see happen in northern Ontario, be it a pilot project or on an experimental basis, which projects are ongoing and moving ahead. It is no secret that Hydro was looking for a number of sites in northern Ontario and one of them was the North Shore, along with the Atikokan site, and they were all in the process of being brought in at the same time. It is no secret that the North Shore area was one area they were talking to. I still hope that will go ahead. In fact, we will certainly press ahead on that particular area, because the Blind River area needs it, there's no question about it. I think we all agree to that.

**Mr. Wildman:** Obviously a statement like that by the Minister of Northern Affairs raised a lot of hopes among the people of Blind River, especially just on the eve of election day people thought well this really must mean something. Of course on June 9 it was a little difficult to discuss whether or not the minister knew what he was talking about as far as whether it was going to go ahead because of the strictures of election day, so I didn't do that; but I hoped that meant there was something going to go ahead. When the Minister of Energy in-

formed me that that must have been just a hope on your part I was disappointed, as were a number of the people in Blind River. But I will leave that until we get to the regional priorities budget.

**Mr. Reid:** The minister indicated that his ministry had a great deal of input into the intervention on Transair and their pulling out of Dryden. Did you have any input into the statement Mr. Snow made in the House last week?

**Hon. Mr. Bernier:** I didn't see the statement before he made it. But I was aware of the whole problem.

**Mr. Reid:** Do you agree with that statement as he made it?

**Hon. Mr. Bernier:** In that we should support a carrier of equal capabilities?

**Mr. Reid:** That is just the point, Mr. Minister, it didn't say that. I read it carefully three times and intended to ask the minister and yourself why did you not ask specifically for a carrier who would provide service equal to what Dryden is now receiving.

**Hon. Mr. Bernier:** I don't think it is the government's role to support a specific carrier. I think we made that exceptionally clear in our discussions with MTC. It is up to the CTC to make that particular decision. They will have the opportunity to look into the financial strength and capabilities of that particular company to maintain the quality of service and scheduling to which we have become accustomed in northern Ontario. We want that same service provided, nothing less; something better if possible, but nothing less.

**Mr. Reid:** Are you saying that only one of the companies that applied to pick up the routes had the capability of providing that quality of service?

**Hon. Mr. Bernier:** No, we are not saying that.

**Mr. Reid:** Well then what did your answer mean?

**Hon. Mr. Bernier:** Since that statement was made and the intervention was filed, one particular company has altered their proposal to meet the requirements, particularly of the Dryden area where they want a pure jet service. Now how the CTC will respond to that I don't know, but I don't think we should be supporting a specific carrier.

**Mr. Reid:** I agree with that; but that doesn't answer my question as to why the very important clause that you wanted, and in fact required a service of the same quality that was already in existence was left out.



**Hon. Mr. Bernier:** Our statement, and I would be glad to get you a copy of the intervention that was approved, clearly spells out those feelings.

[5:30]

**Mr. Reid:** That certainly wasn't in Mr. Snow's statement.

There was something else rather strange in Mr. Snow's statement. He said the Ontario government feels there should be one strong regional carrier to serve all of Ontario. I'm sorry I haven't got the statement here. What did that mean?

There are three now. Was the idea the government thinks they should be consolidated into only one?

**Hon. Mr. Bernier:** I don't know. You would have to ask Mr. Snow because it wasn't the wording of the intervention per se. I would be glad to get you a copy of that.

**Mr. Reid:** Well I would like to see it, because it certainly is an anomaly.

The minister indicated there are 49 people in the head office in Toronto, 74 in the northeast and 50 in the northwest. Could he give me a breakdown of what the 74 mentioned are doing aside from a dozen northern affairs officers? What are the rest of these people doing?

**Hon. Mr. Bernier:** Do you want the Toronto main office?

**Mr. Reid:** No, we'll get to that. What are the people in northern Ontario doing?

**Hon. Mr. Bernier:** In northeastern Ontario, we've got three in the assistant deputy minister's office in Sault Ste. Marie. We've got 23 in the regional projects division in northeastern Ontario.

**Mr. Reid:** Where are they located?

**Hon. Mr. Bernier:** They are split between Sudbury and Sault Ste Marie, and there are a couple in Cochrane. We have six community relations officers in northeastern Ontario.

**Mr. Reid:** What do they do?

**Hon. Mr. Bernier:** Maybe the deputy could respond on that.

**Mr. T. Campbell:** We have, altogether, 42 people in the northern affairs operation in northeastern Ontario. Six are supervisors and their secretaries and so forth.

**Mr. Reid:** What do those people get paid?

**Mr. T. Campbell:** They earn about \$18,000 to \$19,000.

**Mr. Reid:** What do their supervisors earn?

**Mr. T. Campbell:** They got a raise.

**Mr. Aiken:** Northern affairs officer 1 now has a top of \$20,282, and a supervisor \$26,000.

**Mr. Reid:** Jumped up Judas, we are in the wrong business. There will be a great hue and cry about the member's salary. How many people does he supervise? I wouldn't want to wear him out.

**Mr. Aiken:** About 40.

**Mr. Reid:** Each supervisor?

**Mr. Aiken:** There is only one.

**Mr. Reid:** I'm sorry, I misunderstood. I thought Mr. Campbell said there were six supervisors.

**Mr. T. Campbell:** No, that includes the secretaries and that kind of thing.

**Mr. Reid:** So there is one in the northeast and presumably one in the northwest earning \$26,000? I'll know where to apply after the next election.

I'm sorry, could you continue with the breakdown on northeastern Ontario?

**Hon. Mr. Bernier:** That totals 74, for northeast. In the northwest we've got four in the ADM's office at Kenora. We've got 15 in the regional projects division, northwestern Ontario.

**Mr. Reid:** Where are they located?

**Hon. Mr. Bernier:** They are divided between Thunder Bay and Kenora. Five are community relations in the northwest and 26 are northern affairs officers.

**Mr. Reid:** What are the community relations officers?

**Hon. Mr. Bernier:** That's part of the supervisor's staff. There's one supervisor.

Would Bill Charlton explain? Mr. Charlton is the assistant deputy minister for northwestern Ontario, located in Kenora and moving around the northwest.

**Mr. W. H. Charlton:** That includes our whole administrative office. We also have an information function we are hoping to start with our administrative support, plus the direction and supervision of the northern affairs officers mentioned earlier.

**Mr. Reid:** Okay, don't go away because I have more questions. What do the policy analysts—is that what you call the other people or are they project co-ordinators?

**Mr. W. H. Charlton:** Planning and development staff.

**Mr. Reid:** Planning and development staff. What do they get paid?

**Mr. W. H. Charlton:** I don't have the figures at my fingertips, but it's the economist series, ranging from economist 1 to economist 6. I don't know where it starts and stops.

Mr. Morpurgo says it's \$14,000 to something over \$30,000.

**Mr. Reid:** Mostly at the middle range I would presume, to be charitable.

While Mr. Charlton's here, I'd like to digress one moment. I think he might have the answer to this. What about that information van or trailer, that great huge long trailer that seems to proceed and succeed the minister wherever he goes, unfortunately not filled with comestibles and other goodies for those assembled, but it is a sort of blob people can walk into and out of and see we're spending hundreds of millions of dollars in northern Ontario. How much are we spending on this van and how many people are involved in trundling it from one community to another?

**Hon. Mr. Bernier:** It goes to county fairs or country fairs.

**Mr. Reid:** How much does that cost?

**Mr. W. H. Charlton:** I'm not sure how I got into this.

**Mr. T. Campbell:** Peter Jackman, our information director, did some horsetrading and got the van for nothing.

**Mr. Jackman:** From the Ministry of Housing.

**Mr. T. Campbell:** There was a surplus; we don't have any full-time staff assigned to that.

**Mr. Jackman:** Government Services provides a driver and servicing, et cetera.

**Mr. T. Campbell:** The northern affairs officer and a secretary from the area where it is man it if there's, say a fair—

**Mr. Reid:** With great enthusiasm, I might add. They're all very happy.

I don't know how much that costs. You say you got it for nothing, but it's costing the taxpayer something, and it's absolutely worthless really. It serves no function other than to say we're spending \$120 million on you people. You can walk in and the lights don't even go off and on; you don't get any kicks on that one at all.

**Hon. Mr. Bernier:** I disagree with you. If you go into any display, be it at the CNE or be it at any other major fair, where a government department is represented, you'll find the same type of display. What else can you put there?

**Mr. Reid:** It's really a minor matter and it's not worth pursuing. It was at the Emo Fall Fair, which no one here wants to miss if you have an opportunity, and certainly if you're running. I had more comments about this thing parked over there, with the poor guy who was seconded to it trying desperately to go over to the beer garden and drown his sorrows because the only people going

through it were kids about knee high who had nothing else to do.

**Hon. Mr. Bernier:** Did you go through it, Mr. Reid?

**Mr. Reid:** Yes. I wanted to see what the taxpayer's money was being spent on and it wasn't being spent on anything very much; it's minor.

**Hon. Mr. Bernier:** It's a good exposition at a very nominal sum. I think there has been restraint practised here to the nth degree when you think that we use—

**Mr. Reid:** Not important.

**Hon. Mr. Bernier:** —a surplus piece of equipment. There's no permanent staff provided for it. It's a service that is welcome across the north. In fact we were getting requests for it.

**Mr. Laughren:** Who does it service?

**Hon. Mr. Bernier:** The public, the people we are serving.

**Mr. Reid:** It's not important in the context of \$120 million.

Tell me what the 49 people, 28 per cent of your staff I take it, I think that was the figure you gave me earlier—how does that break down, what are their functions?

**Hon. Mr. Bernier:** Right now I've got three in the minister's office, three in the deputy minister's office and 12 in the information services activity.

I'll just answer that before you jump on me because I know you will. Of those 12, there are six directly involved in answering the responses that come in on a regular basis from all the 31 northern affairs branches across northern Ontario. They do the leg work down here. We have three information officers and their secretaries, that makes up the total of 12. They're not all information officers in that context, I can assure you.

**Mr. Reid:** Nine of them are?

**Hon. Mr. Bernier:** There are only three information officers.

**Mr. Reid:** Three information officers turning out a bundle saying Leo Bernier is the greatest thing since sliced bread.

**Hon. Mr. Bernier:** They're just saying what a great thing the Ministry of Northern Affairs is.

**Mr. Reid:** But there are only three of them.

**Hon. Mr. Bernier:** That's right, there are only three and their secretaries.

**Mr. Reid:** What are they being paid?

**Mr. T. Campbell:** What does an information officer get, Peter?

**Mr. Jackman:** Between \$11,000 and \$20,000.



**Mr. Reid:** Then I presume, because there are three of them, one gets \$11,000, one gets \$16,000 and one gets \$20,000. Is that right? Let's be a little concise, do you mind? Do you have their salaries here?

**Mr. Jackman:** No I don't, but I can get them for you.

**Hon. Mr. Bernier:** We will get them for you. If I can just carry on; the others are the executive director, analysis research planning, setting the policies and priorities; and a co-ordinator. There are two.

**Mr. Reid:** One of those is Mr. Morpurgo.

**Hon. Mr. Bernier:** Yes.

**Mr. Reid:** What is his salary?

**Hon. Mr. Bernier:** Does anybody know Mr. Morpurgo's salary?

**Mr. Morpurgo:** It is \$37,900.

**Mr. Reid:** Was that better than you were getting in Treasury?

**Mr. Morpurgo:** A little better.

**Mr. Reid:** And what's the other person getting?

**Hon. Mr. Bernier:** Secretary wages.

**Mr. Reid:** Okay. Now while we are on that, help me and my friends opposite. It says, "analysis and policy", we went through this the other day and I hate to repeat it, with the Provincial Secretary for Resources Development, who told us his function was analysis and all of the rest of it. Now let us take the Bending Lake project that is near to my heart. Is Mr. Morpurgo involved in that? What is his involvement representing the Minister of Northern Affairs?

**Hon. Mr. Bernier:** Andy could answer that. He's right there and very able.

**Mr. Reid:** You better come to the microphone. You have to earn that big salary somehow.

**Hon. Mr. Bernier:** Mr. Morpurgo does more than that. He is the DREE contact establishing priorities.

**Mr. Reid:** Yes, well that's what we want to get into; perhaps he may want to get into that too.

**Mr. Morpurgo:** Specifically on the Bending Lake project, we are involved with MTC, who are doing the survey for the new road alignment from Atikokan to Bending Lake. We are also dealing with the town of Bending—or rather, Atikokan.

**Mr. Reid:** Careful, please.

**Mr. Morpurgo:** We don't have a town of Bending Lake.

**Mr. Reid:** And won't have, I trust.

**Mr. Morpurgo:** We are dealing with the town of Atikokan. We have had meetings, with staff from my office and the office in Thunder Bay now trying to assist Atikokan gear up for the changes coming their way.

**Mr. Laughren:** Which office in Thunder Bay, Northern Affairs or—

**Mr. Morpurgo:** Northern Affairs.

**Mr. Wildman:** Is anyone from the secretariat involved?

**Mr. Morpurgo:** The Secretariat for Resources Development is more involved in following the financial aspect as it relates to Steep Rock and CPI.

**Mr. Wildman:** Is that what Brunelle told us?

**Mr. Reid:** Well I am confused. Who is going to make the decisions on whether this project goes ahead, whether they are going to get the slurry pipeline and whether the road is going to be built? Is that the cabinet committee on regional development?

**Hon. Mr. Bernier:** What's that again?

**Mr. Reid:** You really have to help us, because we don't know how this whole thing fits together.

**Mr. Wildman:** There are a lot of people co-ordinating—

**Mr. Reid:** I spend half my time finding out who the hell I am supposed to be talking to about my sewage project, my Hydro project, about Bending Lake. Mr. Morpurgo tells me he is helping out with the road. I know all about that, except I am meeting with MTC and not with Northern Affairs. The other day Mr. Brunelle tells us: "Well we are the ministry, Resources Development; we are doing it, it's our baby." Let's start with where the decision's made.

[5:45]

**Hon. Mr. Bernier:** The secretariat deals with broad policy matters, the overall policy of the Bending Lake proposal; that takes in the whole gamut. When we come down to specifics, like regional priority funding, that's where Mr. Morpurgo is plugged in. When he has those specifics the decisions are made. If we're going to build a road, then MTC builds the road.

**Mr. Reid:** Where does Treasury, Mr. Morpurgo's old sleeping grounds, come into this?

**Mr. Morpurgo:** They have an overall interest, I guess, in that a development of that nature has an impact on the economy of the province no doubt.

**Mr. Reid:** There isn't an Andy Morpurgo over there now saying no to the development, like there was before?



**Mr. Morpurgo:** I guess not, I can't be in two places yet.

**Mr. Reid:** No, that's one benefit of this. Let's say there isn't somebody over there who is going to say, "No, you can't do it."

**Mr. Wildman:** Yes, Darcy.

**Mr. Reid:** Other than the Treasurer.

**Mr. Morpurgo:** Yes, but that would be a result of a policy level decision, really.

**Mr. Reid:** Does that mean it's the cabinet committee on resource development which makes those decisions and you implement them?

**Hon. Mr. Bernier:** If it's an overall government policy decision to move ahead, then we pick up the specifics. It's fair to say Andy Morpurgo's earlier responsibilities with TEIGA are now with Northern Affairs.

**Mr. Wildman:** But does anyone have those responsibilities to TEIGA any more?

**Mr. Morpurgo:** No, that section was removed from Treasury.

**Hon. Mr. Bernier:** No, that section was removed.

**Mr. Reid:** I'm going to give up. I just have one question while Mr. Morpurgo is here, if you would. I asked you in the House about the Rainy River land clearing scheme. I asked you if DREE was involved and you said there had been discussions. Since Mr. Morpurgo is also the DREE man, perhaps he could bring us up to date. Could you?

**Mr. Morpurgo:** DREE has shown no interest in the land clearing operation in Rainy River. We received that information some five or six months ago.

**Mr. Reid:** Did they indicate why not?

**Mr. Morpurgo:** They felt the existing program under ARDA was the program that should deal with land clearing. ARDA at the same time is under review, so this is sitting in limbo somewhere as far as DREE is concerned at the present time.

**Mr. Reid:** Okay, can I ask where it is sitting as far as Northern Affairs is concerned?

**Hon. Mr. Bernier:** When Agriculture and Food comes to us on a priority basis, it's pretty high priority, as I gather. Our priority-setting responsibility is to produce a priority budget. If it flushes out we may have some funds available for that. We are excited about it too, there's no question about it.

**Mr. Reid:** What you're saying is that I've got to go and kick Bill Newman a couple of times to get his attention again.

**Hon. Mr. Bernier:** Yes, to a point. But he can only do so much because he doesn't have the kind of funds required.

**Mr. Reid:** That's where our confusion comes in. You were saying when they get it up there on their list they come to you. What you're really saying now is, "I've got the funds, come to me."

**Hon. Mr. Bernier:** Not totally, because if he's got sufficient funds in his ministry and wants to go on with that particular program he can. But it's obvious that he's committed, and this is what we've had to discuss.

**Mr. Reid:** But he tells me he has no money to do it.

**Hon. Mr. Bernier:** That's right, because all his funds are committed. So he said if you want to do it go to the regional priority budget, which is a fund set up especially to look after the very special needs of the regional areas.

**Mr. Reid:** I am here talking to you and Mr. Morpurgo and saying we would like it. Not only that we need it, because we need the employment. Now what happens?

**Hon. Mr. Bernier:** We take it and look at it from our point of view.

**Mr. Reid:** Have I talked to you about this before?

**Hon. Mr. Bernier:** Yes.

**Mr. Wildman:** What's your relationship to ARDA now?

**Mr. Reid:** Don't confuse the issue. I'm getting somewhere for a minute. Okay; now what are you going to do with it?

**Hon. Mr. Bernier:** If it flushes out in our priorities of possibilities, we can—

**Mr. Reid:** Flushes out.

**Hon. Mr. Bernier:** —take a million or half million, or whatever it is to get the program. Then we give it to Agriculture and Food.

**Mr. Reid:** Okay, when will this come up? Do you need additional facts?

**Hon. Mr. Bernier:** I think we have all the facts, really. It's just sorting it out. I have to tell you that the candidates for the regional priority budget, as you can well imagine—

**Mr. Reid:** I know, they're as thick as flies.

**Hon. Mr. Bernier:** Do you want to give up the Bending Lake thing for the land clearing? Let's have some trade-offs.

**Mr. Reid:** I don't mind as long as I can find out where it's at. This is the frustrating thing. You talk to one, you talk to another. It's the Merry Widow waltz around here. You dance with Mr. Morpurgo one day and Mr. Newman or somebody else the next; as soon as the music stops you grab a new partner.

Everybody must have this problem.

**Mr. Laughren:** You dance with Jimmy Auld one day and Bill Newman the next day; I can see it now.

**Mr. Reid:** None of them appeals to me either.

**Mr. Bolan:** Can you tell me, in looking at it, what is the *raison d'être* of—

**Mr. Chairman:** Mr. Boylan.

**Mr. Bolan:** It is Bolan, Mr. Chairman; B-o-l-a-n.

What about the Northern Ontario Development Corporation? Is it the same situation?

**Hon. Mr. Bernier:** No; we don't have any direct involvement with NODC as yet.

**Mr. Bolan:** Through you, Mr. Chairman, to the minister, this again has to do with the office staff. Do you have people working for you on a contractual basis? Do you have people working for you other than people who are on your regular staff?

**Hon. Mr. Bernier:** Yes.

**Mr. Bolan:** I think of people in your office, like for example Bill Young.

**Hon. Mr. Bernier:** Bill who?

**Mr. Bolan:** Young; he is a very competent man.

**Hon. Mr. Bernier:** I don't know him.

**Mr. Bolan:** You don't know him? You should. How many people do you have who will go out, for example, and make a study on a certain area for a certain program. Could I have some figures, please, as to the number of these people who are on a contractual basis. Why are they not full-time staff? When they are hired on a contractual basis, is it for six months, eight months or a year? What is the whole *raison d'être*, shall we say, behind the contractual employees?

**Hon. Mr. Bernier:** I'll ask the deputy, Mr. Campbell, to respond to that.

**Mr. T. Campbell:** We have about three or four professionals on contract. We've been sorting out our staff situation. We inherited a number of people from different ministries. Some of them had been working on projects on contract. We've been moving some of these people onto our regular staff. This is a situation where of course we're under budget constraints, so there's a limit to the number of people we can take on permanent staff.

There's no question in our minds that we could perhaps use a few more staff to cover the area up there. We have a complement

of 103 right now, so in some areas we've extended our staff by hiring some contractual people.

Sometimes it's on the basis of a particular project. For example, we've hired Paul Davoud on contract. He's a very knowledgeable chap in the air transport business, but he's not going to be a permanent employee of our ministry. We think there's a specific job for him to do and that is to advise us. He's going around and looking at a lot of the air strips and so forth and helping us develop some policies, and after that's finished he'll be gone.

We have, as I say, three or four professional staff in this category.

**Mr. Chairman:** Shall item 1 on vote 901 carry?

**Mr. Wildman:** No, I have one more question, Mr. Chairman. Can you tell me if you've gotten staff from the other ministries, for instance TEIGA, on loan? And are they to return to TEIGA?

**Mr. T. Campbell:** No, we didn't get any I'm aware of on loan. We got around 32 from Treasury, but they were transferred over.

**Mr. Wildman:** The reason I ask is because in relation to the isolated communities assistance fund I was interviewed at length by two gentlemen from TEIGA who were apparently preparing a report for Northern Affairs on how the isolated communities assistance fund should operate.

**Mr. T. Campbell:** They were Northern Affairs, they were formerly Treasury.

**Mr. Wildman:** So they have been transferred. I see, okay.

Also, how much of your budget is set aside for contingencies so you can react to a particular problem that comes up in a community in northern Ontario that doesn't necessarily fit into any of your ongoing programs?

**Hon. Mr. Bernier:** The regional priority budget is there and has very broad application. If those funds are totally committed, and if I may just refer to the Cobalt situation—

**Mr. Wildman:** Yes, that's the kind of thing I was talking about.

**Hon. Mr. Bernier:** —we had a disaster and we moved in. The deputy was with me, as well as a couple of other deputies from a couple of other ministers and we saw an immediate need, there was no question. After some discussion with the Treasurer, by order in council, and I think it's in the special supplementary estimates, we asked for—



**Mr. Wildman:** Yes, right.

**Hon. Mr. Bernier:** Yes, \$500,000. So we have that route to go too.

**Mr. Wildman:** So you would then ask for more money?

**Hon. Mr. Bernier:** We would ask for more money in the supplementary estimates.

**Mr. Wildman:** Okay. Does that sort of thing apply to the situation about which I spoke to you earlier, as in Thessalon where it's not as major a situation as Cobalt. I'm told by Mr. Obonsawin in the Sault Ste. Marie office that they are looking at doing something to assist the people who have been made homeless by a very serious fire. They've been in the town and have been talking to me, the mayor, the council and the people involved. Whatever you do there, would you be going for extra funds for that, or do you have that in your budget?

**Hon. Mr. Bernier:** The disaster relief fund is administered for all the province by Treasury.

**Mr. Wildman:** Right.

**Hon. Mr. Bernier:** They match dollar for dollar. They have a fund in that particular ministry. I believe the Solicitor General (Mr. MacBeth) also has an emergency fund. I don't know exactly what the figure is, but we can call on funds from that particular area. If memory serves me correctly, we delivered \$50,000 to Kashechewan out of the emergency fund.

But it's obvious nobody has a half million dollar contingency fund.

**Mr. Wildman:** Obviously not.

**Hon. Mr. Bernier:** It doesn't happen that often.

**Mr. Wildman:** Is that the sort of thing you're contemplating? Mr. Obonsawin said he thought there would be a recommendation in a couple of days on the Thessalon situation. Is that the sort of thing you're contemplating, sharing dollar for dollar with the municipality? Or is there going to be a special appropriation?

**Hon. Mr. Bernier:** I haven't seen any report on the Thessalon situation, outside of our discussions the other day. Maybe Herb has something and could comment on that. Mr. Aiken is the assistant deputy minister.

**Mr. Wildman:** We've talked on the phone. We've never seen each other face to face.

**Mr. Aiken:** Our first task was to establish if our assistance was required. There was contact with the mayor, and we were asked to send someone. We sent Jack Sayers, probably the most experienced of all our people

because he came through the Cobalt experience.

The next task was to establish what the problems are. There are 15 people who are homeless, six families. There is some insurance, but in other cases there is no insurance coverage at all. That was the next step, and that's what they're doing at this point in time, trying to establish what the needs are.

Clearly the first need is housing.

**Mr. Wildman:** There's not much available in town.

**Mr. Aiken:** There is a shortage of serviced lots, there is nothing in town. Yesterday the mayor and his council were considering whether it might be possible, on a short-term basis—that probably means months not days or weeks—to move in mobile homes. We're talking to the Ministry of Housing about those. In the next few days this will probably shake out, then we'll know what funds are available and what the needs are. Then we can move in.

**Mr. Wildman:** I appreciate your action on that. Do you see this as an ongoing situation for emergencies in northern Ontario?

**Hon. Mr. Bernier:** I think we're being moved into it. I was relating just the other day the number of disasters I've been involved with—

**Mr. Reid:** I've been saying that for years now.

**Mr. Wildman:** The member for Nickel Belt would agree with that.

**Mr. Laughren:** The minister is to be congratulated for his frankness.

**Hon. Mr. Bernier:** If I may comment on the disasters, I looked at Cambridge, the flooding in the Essex county area, Kashechewan, Cobalt, and the Hymers thing in Thunder Bay. It seems every time there's a human disaster, I'm called upon to go there. I feel that—

**Mr. Elgie:** Your place may be next.

**Mr. Laughren:** People think of you right away when they think of a disaster.

**Mr. Chairman:** Shall item 1 carry?

**Mr. Laughren:** No. I have a question which has to do with the notes you handed out. I'll be very brief. Under vote 901 item 3, the activity description is undertakes studies relating to the possible expansion of the economic base of the region. Okay? Time to sink in? Then you go over to vote 902 item 1 and you see community priorities; Sudbury,



economic base study. I can understand confusion between you and other ministries, and you and the provincial secretariat, but I don't understand this confusion between you and two different votes in your ministry.

You don't need to answer that now. I'd be quite happy to have that answer tomorrow.

**Mr. Chairman:** We have three hours to complete these estimates.

The committee adjourned at 6 p.m.

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### **Ministry of Northern Affairs officials taking part:**

Aiken, H. J., Assistant Deputy Minister, Northeastern Region  
 Campbell, T., Deputy Minister  
 Charlton, W. H., Assistant Deputy Minister, Northwestern Region  
 Jackman P., Director, Information Services Branch  
 Morpurgo A. R., Director, Program Planning and Policy Development











No. S-38

# Legislature of Ontario Debates

Official Report (Hansard)  
Daily Edition

**Social Development Committee**

Estimates, Ministry of Northern Affairs



**First Session, 31st Parliament**

Wednesday, December 14, 1977

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

WEDNESDAY, DECEMBER 14, 1977

The committee met at 1:03 p.m.

## ESTIMATES, MINISTRY OF NORTHERN AFFAIRS (concluded)

**Mr. Chairman:** The meeting will come to order.

**Hon. Mr. Bernier:** First I will express my apologies for being late. I must admit that I was number one to be tested under this new Ontario fitness program. They were getting all the instruments tuned up and all their measurements in, so there was some delay. I was supposed to be here at 12:15.

On vote 901, ministry administration program; item 1, main office:

**Mr. Sweeney:** I would like to ask the minister one question with respect to the Algoma University College report. Is the minister familiar with the Algoma University College report which was released yesterday?

**Hon. Mr. Bernier:** I am aware that the report has been released.

**Mr. Sweeney:** I wanted to speak to it on the point of Northern Affairs. The major recommendation is that the undergraduate program in Algoma be disbanded and that for all practical purposes Algoma cease to exist as a university or as a college.

To what extent does that kind of a decision reflect the thinking of the government or of your ministry, with respect to making special considerations in the north because of the many dilemmas that are listed in this report—low enrolment, lack of resources, a rather shaky future.

Many of these proposals would probably apply to Lakehead or Laurentian, or almost any other university or educational facility in the north. Do you have any long-term special considerations that are going to be included? The reasons for closing this place down have to be indigenous to the north. Their problems are not going to be solved if you use the same kinds of comparisons that we use here in the south. They simply won't wash; you'll close everything down. It's from that point of view that I am raising my question.

**Hon. Mr. Bernier:** To be frank with you, we are very concerned with that particular

report. The decision to close has not been made; I want to make that clear. It is the report of a committee. The decision to close will be up to the board members themselves.

I would further point out that Algoma College is an extension of Laurentian University. It's just a campus of Laurentian University. I want to make it very clear and positive that the interest of the community got it going in the first place. A tremendous amount of community input and resources went into establishing that campus in Sault Ste. Marie.

I will go further to say that the community has not supported it in the numbers it should have, there is just no question about that. Attendance is down; enrolment is down; it has become as the report says "a financial nightmare."

A large sum of money has been bequeathed to the college. It is my understanding that it could remain open with those funds. This is what I am told and, quite frankly, I hope they do. In our discussions with the minister, with the member for that area and with Mr. Wishart, the former member who is still very active in that facility, they looked at every possibility, even amalgamation with Lake Superior State. And there is some concern that Lake Superior State may close. That has been rumbling around in the state capital.

**Mr. Wildman:** One of the problems with Lake Superior State is that they want to increase their enrolment and are therefore subsidizing Canadian students to attend school in Sault, Michigan. That is hurting Algoma College. The two of them are competing in the same market and are running into problems as a result.

**Hon. Mr. Bernier:** No decision has been made to my knowledge. I am not sure just how far Northern Affairs can get involved, outside of leaning very heavily on the area to support Algoma College financially, along with the Ministry of Colleges and Universities.

We are very concerned because we need Laurentian. We need more graduate courses at both of those northern universities, Lakehead and Laurentian. If something has made a difference in the north, it's been those two learning institutions. There is no question that they have had a dramatic effect. We are

very concerned about the future of Algoma College.

**Mr. Sweeney:** What I am really trying to get at though is if you take the arguments put forward in this report and translate them to Laurentian and Lakehead a couple of years down the line, you are going to come up with the same results. The results may not be quite as dramatic, but they'll be the same.

Really, what I am asking is, is your ministry taking a long-term look at the continuity of these kinds of facilities in the north, or are the funding arguments, which are based to a large extent upon southern Ontario realities, going to be the basis for the decision-making for the following years? That is what I am trying to get at. That is why I am asking you this. I will speak to Dr. Parrott in another context but from a northern point of view, if this type of argument is followed and accepted, I can see some ministry somewhere down the line rationalizing the elimination of all of those institutions in the north: "They just aren't economically viable; you don't have enough enrolment; you have too much competition from the Americans or from somebody else. So let all those kids come down south. We've just got a big well up there you can go to when you want to, but any bohunk that's dumb enough to live there can take what's there."

Is that the kind of attitude that the government is going to project? Is that what the people are being told?

**Hon. Mr. Bernier:** I think we have to be realistic about the situation.

**Mr. Sweeney:** But not in this isolated one. That is the context of the question.

**Hon. Mr. Bernier:** With all due respect, the community has a certain responsibility. You can't have a facility there filled with faculty and no students, let's be honest. You have to be realistic and practical about the situation. Certainly there are special situations now to assist both of those universities, Lakehead and Laurentian. But there comes a point where if the municipality and the community will not support the facility, I am sure you as a southern Ontario taxpayer wouldn't want to see massive amounts of money being pumped into a facility that is not being utilized.

**Mr. Sweeney:** It will only be supported if what is there is competitive and viable in comparison with the other alternatives. In other words, if you are going to let them continue to run down, naturally students are

going to go over to Lake Superior, or down to Toronto or some place else.

**Hon. Mr. Bernier:** I am from northern Ontario and I put three of my children through university. I said to them very politely, "you should go to Lakehead." One of them did; one went to Toronto and the other one is now in Winnipeg because the attraction is there. You can't tell students where they should go, I can tell you that from my own personal experience.

And that is happening in Sault Ste. Marie. You can't tell those kids where to go. They get a bee in their bonnet and they want to go to the University of Toronto, they want to go to McGill or Queen's, which has that kind of attraction. That is what is happening in Sault Ste. Marie.

**Mr. Wildman:** To an extent I'll accept that, but I just can't accept the statement, or the implication, that the community hasn't been supporting the college. I know what you mean in terms of enrolment—there have been problems there.

However, the whole inquiry that has taken place, the suggestion for the inquiry, the setting up of a royal commission, the report, and everything, came as a result of the interest and the desire of the community to maintain the college.

It isn't as if the community were ignoring Algoma and saying, "If it runs down, it runs down." The fact is that a large number of people organized a concerned citizens' group. The municipality is concerned. The alumni are concerned. A lot of people are very much involved with wanting to turn things around for Algoma. Algoma probably would have run down and gone out of operation were it not for people who looked at the problems and said, "We have to do something about it."

They demanded an inquiry. The ministry didn't want to institute that inquiry; it took a lot of pressure from a lot of people, including myself and the local member for Sault Ste. Marie (Mr. Rhodes). They set up a committee and a commission in order to study the situation, to look at the problems and to make recommendations on how they could be solved, not to suggest that the things should be closed down. That would have happened if they hadn't had an inquiry. That is what is unfortunate about this report.

As Mr. Sweeney has said, if you'd looked at the problems faced by a lot of colleges in the south when they were first starting out, you might have reached the same kind of conclusions. Perhaps even places like Carle-



ton wouldn't have survived. But the community is concerned. They want the institution to survive. They wanted suggestions and proposals on how they and the government could co-operate in order to maintain it, and this report does not fulfil those desires.

**Hon. Mr. Bernier:** The Minister of Colleges and Universities (Mr. Parrott) is going to do everything in his power to keep that college open because he knows the feeling of the community. As I said in my opening remarks, the community was initially responsible for getting it there. But let's be honest; you can't have a facility without enrolment.

**Mr. Havrot:** I would like to ask the member for Waterloo to give us a description of a northern bohunk.

**Mr. Bolan:** You.

**Mr. Havrot:** Thank you very much, I wasn't asking you that question.

**Mr. Sweeney:** Mr. Minister, I think you would appreciate the context in which the remark was made about the people of the north. I have been up to Algoma several times to talk to them, and they do feel that is the way they are perceived—that the north is simply a well that the south comes to and draws from and that northerners are just there and if they are dumb enough to stick around, they can take whatever is given to them. I think you understood the context in which that comment was made.

**Hon. Mr. Bernier:** I understand that very well because I live with it all the time. I've lived with it all my life.

[1:15]

**Mr. Sweeney:** Just to sort of finish up in this general tone, is there a long-range development plan within your ministry to recognize that if institutions such as Algoma—universities and other centres of learning and culture and so on—are going to exist in the north, they are going to need a different kind of attention, a different kind of support? Is there a commitment on the part of your government to make that exceptional kind of support and difference?

**Hon. Mr. Bernier:** I am sorry you weren't here for the earlier part of our discussion because I indicated at that point in time that when the Ministry of Northern Affairs was established, it came about because the government had recognized over the last seven or eight years the specific and unique needs of northern Ontario. A large number of the basic programs established for that area north of French River had been designed solely for northern Ontario, and it was time to pull those together and put them in one

ministry and to build on that particular base, to look after the very specific and unique problems of that large land mass and that low population.

There is no question in our minds in our ministry that there are policies and programs designed here at Queen's Park, in the southern part of the province, for the province in general, that just don't apply to northern Ontario. They don't operate. They just won't work. It will be our responsibility to look at all those programs and all those policies, and to lean on other ministries to change them to suit the needs of northern Ontario.

It may well be the educational field is one of them. We are looking at industry now. We are involved with tourism. We are involved with industrial strategies in northern Ontario because they are different from southern Ontario, and that is our role. It is very broad, very all-encompassing.

We are going to have to tread very tenderly in some fields because some areas have been guarded and jealously protected over the last several years, and it may well be we'll have to change some of those ideas. That is our goal. That is our direction.

**Mr. Sweeney:** And that particular approach will be taken into consideration when this report is reviewed?

**Hon. Mr. Bernier:** Oh, yes. We will look at it from our point of view as it relates to the unique and special problems of northern Ontario, no question. That is one of the purposes in this ministry's being.

**Mr. Wildman:** Just to follow up what we were saying before on that: Obviously one of the immediate problems the college faces is that the unfortunate financial situation it is in and the difficulties between faculty and administration and so on which led to the request for the inquiry have also tended to affect the enrolment immediately. Some of the immediate problems it has faced and the fact an inquiry was held to try and deal with those problems, although I think it was necessary, also led to a problem in that it publicized some further problems which may have adversely affected enrolment. I would hope that in your role as the spokesman of northern Ontario, as you have said here, you certainly will, along with the many other people who are concerned, emphasize that this is an institution that should be given a chance and every assistance possible to continue to provide a liberal arts program for students.

A lot of students who attend Algoma attend in first year and then go on to other



institutions elsewhere. This is very important for people who have to travel the distance you have to travel in northern Ontario to attend a university, especially people from lower-income families, because as you know, having put three people through university, it is rather expensive.

**Hon. Mr. Bernier:** You'd better believe it.

**Mr. Wildman:** I would certainly hope you would look at it from that point of view and that the government would do everything possible to ensure that Algoma continues and is able to progress and deal with its many problems. That is frankly why I am a little disappointed in the tone of the report and the recommendations. It is not what we expected, and I am certainly sure that it is not what the Minister of Housing (Mr. Rhodes) expected when we, together with the concerned citizens, requested an inquiry.

I have one other thing, a follow-up on something that I raised yesterday and this morning in the Ministry of Transportation and Communications estimates.

After you talked yesterday about your relations with other ministries as they apply to northern Ontario, I followed that up with a question this morning to the Minister of Transportation and Communications (Mr. Snow) about how this works in relation to new construction or new priorities and so on.

He went through the process describing how they have their five-year plan and how they make recommendations to you. You prioritize them, decide what's to be done, allocate the money and send it back to them and they implement the program.

I asked him how he felt about this. I know the deputy minister is filling you in, because I've already told him.

**Hon. Mr. Bernier:** It doesn't surprise me.

**Mr. Wildman:** I asked the minister how he felt about this arrangement between MTC and Northern Affairs. He said he would not like to comment. I wonder if that's an indication of how MTC feels about this new development.

The Deputy Minister of Transportation and Communications, Mr. Gilbert, said, as you said yesterday, Northern Affairs is just a new ministry and there have been, let's say, growing pains in its development in the relationship between the two ministries. He figured it would work out.

I'm just wondering if Mr. Snow's reticence in answering my question about how he felt about the new relationship is an indication of the, shall we say, strained relations between MTC and Northern Affairs, or is it just that Mr. Snow has some particular reason for

not wanting to comment on Northern Affairs? How do you feel about the relationship between MTC and your ministry?

**Mr. Rowe:** He doesn't use that kind of language.

**Mr. Wildman:** Is everything as it should be? I certainly hope that if there is some kind of problem there it's not going to lead to holdups on needed programs in northern Ontario.

**Hon. Mr. Bernier:** Well, let me answer the last question first—

**Mr. Laughren:** Yes.

**Hon. Mr. Bernier:** —and be very positive about them. There'll be no holdups for new developments.

**Mr. Laughren:** Despite the strained relationships, the programs will go forward. Yes, we know.

**Hon. Mr. Bernier:** You're darned right they'll go forward. And they'll have that northern input.

**Mr. Laughren:** Talk about the strained relationships.

**Hon. Mr. Bernier:** I'm not aware of the strained relationships to which you refer.

**Mr. Laughren:** Oh? Your officials shouldn't be shielding you that way.

**Hon. Mr. Bernier:** I tell you, we've received co-operation from the Ministry of Transportation and Communications. In fact the Ministry of Transportation and Communications is doing this ministry's accounting and all its processing, its wages, the payrolls; all the administrative work is being done by MTC. It's that kind of a co-operative setup. If there's a strained relationship it's certainly not in this ministry, I can tell you that.

**Mr. Wildman:** Perhaps you and Mr. Snow can work that out. I wouldn't want to get between you on a thing like that. You guys are a lot bigger than I am.

**Mr. Laughren:** Oh, boy.

**Mr. Wildman:** At any rate, he wouldn't comment on it. I hope that what you say is correct.

**Mr. Laughren:** Maybe Mr. Hartt could take a look at that.

**Mr. Reid:** He'll be pleased to know.

**Mr. Wildman:** There is one thing I'm concerned about, since you have emphasized all along the northern input of your ministry into the various priorities that are set forth, whether it be MTC or any other ministry. I think that's important if it could apply to Algoma College, certainly.

Could you indicate to me how many people in the ministry are northerners of the total

number of staff you listed yesterday? How many are from the north or have lived in the north for any considerable period of time?

**Hon. Mr. Bernier:** Gee whiz, I guess the vast majority. I can just look around the room here really. Tom Campbell here, the deputy minister, hails from Chapleau.

**Mr. Wildman:** Yes, I know that.

**Hon. Mr. Bernier:** Ron has been actively involved with Management Board and is knowledgeable about all the various ministries. Peter Jackman of the information branch was with the Sudbury Star for a number of years.

**Mr. Wildman:** Yes, I met him in that capacity.

**Hon. Mr. Bernier:** Herb Aiken, who is assistant deputy minister of northeastern Ontario, was very well known to me when he was involved in the great province of Manitoba working in the private sector and covered all that area of northwestern Ontario.

**Mr. Reid:** That's why he's assistant deputy for the northeast.

**Hon. Mr. Bernier:** He worked with MTC and became very familiar—he's an expert—with regard to highway regulations in the northeastern part of the province.

Bill Charlton, the assistant deputy minister for the northwest, was a district forester or district manager for Natural Resources—or Lands and Forests, Bill, at that time?—in Kenora for several years. He knows the area like the back of his hand.

**Mr. Laughren:** That's what he gives to the north.

**Hon. Mr. Bernier:** He is classified as a real northerner and we're particularly pleased to have him back.

Andy Morpurgo, of course, we all know was in Thunder Bay and was a northern affairs officer for a number of years. He is very, very knowledgeable on northern Ontario.

**Mr. Reid:** Northern affairs officer!

**Hon. Mr. Bernier:** Those are the ones. The people we've added to those staffs in Sault Ste. Marie and in Kenora are all northern related. I show my biases.

**Mr. Wildman:** I don't knock that.

**Hon. Mr. Bernier:** I'm very proud that when the selection committee comes out, they know my feelings and they lean toward those people who are northern oriented and have that northern flavour. There's just no question about it; I'm proud of the fact.

**Mr. Reid:** Adds flavour?

**Mr. Wildman:** Or leaves a bad taste in your mouth, or something.

I have one other question regarding personnel and how they relate to other ministries. I want to make clear before I raise this, in case one of your officials recognizes the problem, the individual involved in the case I'm discussing has never raised it with me. I heard about it indirectly. But if a member of your ministry is found by Natural Resources to be in contravention of the fish and game laws, is there any practice you have in that kind of regard?

**Hon. Mr. Bernier:** It's no different to what is set out in the regulations of the civil service administrative manual.

**Mr. Wildman:** I see, and what is that?

**Hon. Mr. Bernier:** Maybe Tom would want to speak on this because this would be his responsibility.

**Mr. Campbell:** Mr. Chairman, if there is any infraction of the law by an employee there are provisions in the Civil Service Act for a hearing and for disciplinary action. I would say we take a very serious view of any infraction on the part of employees. Our staff is spread around the north, and is, in many cases, one of the few government representatives in the community; in many cases it is the government, from the point of view that they represent the government. In some cases, our Northern Affairs officers, for example, act for over 20 ministries in legal ways, doing different things. So we take a very serious view. They represent the government. They must uphold the laws. If they are found in contravention, I'm afraid we'll have to deal with it.

**Mr. Wildman:** Are you telling me they would be disciplined if they're found guilty or is it just when they're charged that they may be disciplined?

**Mr. Campbell:** Let's take a hypothetical case. If the charge is sufficiently serious, in our view, we have the option under the Civil Service Act to suspend an employee with pay and assign him to other duties, away from that community, pending the court case. If it is a case of dismissal, of course, or if he's reinstated then he loses nothing in terms of pay. If there was a conviction then we would have to look at the seriousness of the offence.

But I should say for the record, we take it very seriously that our employees should uphold the laws. Not only the laws that they're dealing with themselves, but all laws, because they have an important role in the community.

**Mr. Wildman:** I appreciate that. But when you have an individual who knows the area



and who is well respected for his work in the area, I hope that is taken into account.

**Mr. Campbell:** Oh, yes. I think we would try to temper justice with mercy in this kind of situation.

**Mr. Wildman:** Especially when you consider that the cabinet ministers are not treated in the same way when they are found in contravention of the fish and game laws.

**Hon. Mr. Bernier:** I wasn't aware of any cabinet ministers being in contravention.

**Mr. Wildman:** Okay. I shouldn't say that. When it is suspected, let's put it that way.

**Hon. Mr. Bernier:** I don't know of any being suspected.

**Mr. Wildman:** Well, I don't want to go into that again. That was raised before.

**Hon. Mr. Bernier:** You're driving at it.

If I can just offer some further information in regard to our staff, because I'm very proud of it. As an example, in the northeast, we're placing a certain amount of emphasis on those people who have a bilingual ability.

**Mr. Wildman:** Good.

**Hon. Mr. Bernier:** We're also placing a certain amount of emphasis on the requirements of the native population.

**Mr. Wildman:** That's good.

**Hon. Mr. Bernier:** In fact, in Moosonee our staff there is totally Indian and we are looking for somebody in the northwest who has that same capability; so we're broad and all-encompassing. I hope you'll see that much of our information packages going out are in three languages, because we do have a large native population to service. And the three languages makes it that much easier.

**Mr. Reid:** Are you doing anything about teaching them how to read in their own language?

[1:30]

**Mr. Wildman:** I just want to emphasize that I brought that up on my own; I was not asked to.

**Mr. Reid:** I wonder if I can go to item 3, analysis, research and planning. Maybe we could have Mr. Morpurgo join us again. I told you I was going to talk about salaries and wages. I asked this yesterday, but refresh my memory if you would. How many people are involved in the \$752,000 salaries and wages?

**Hon. Mr. Bernier:** Maybe Ron could answer that question. You know what my salary is?

**Mr. Reid:** Too much.

**Hon. Mr. Bernier:** After last night, let's bury this argument. Did you read the House proceedings?

**Mr. Reid:** I think Ron has some answers here for me.

**Mr. LeNeveu:** There are 69 staff involved in that figure. However, in establishing the new ministry there was a recognition that there would be some delayed recruitment of personnel, particularly of planning staffs in northeastern and northwestern Ontario, because it would take some time to set up the offices. That is why the \$752,000 perhaps seems low in the context of 69 people. Next year the figure will be somewhat higher.

**Mr. Reid:** Of course, I am not sure that I would think that it is low. What are the salary ranges? I presume Mr. Morpurgo is at the top; what is the bottom?

**Mr. LeNeveu:** That staff figure includes, of course, clerical and professional. I presume your question refers to professional people?

**Mr. Reid:** Yes.

**Mr. LeNeveu:** I would guess that the bottom of the range is around \$11,000 or \$12,000.

**Mr. Reid:** And what would those people be doing?

**Mr. LeNeveu:** In terms of civil service categories, we are referring to an economist I or a person of comparable rank. They would be doing a number of things. They would be involved in project studies, project implementation. Their backgrounds could be quite varied. It wouldn't necessarily mean an economics degree. But ultimately their main intent would be involved in doing those studies that go into the ultimate placement of the regional priority moneys.

**Mr. Reid:** And where are those 69 people located? Are they basically in the head office here in Toronto?

**Mr. LeNeveu:** No. About two-thirds—48 of the 69—would be in the northeast and the northwest.

**Mr. Reid:** Okay. What would the median salary be? Let me rephrase that. How many of those are earning over \$25,000 which seems to be the magic figure that shows up in the Auditor's report? Since I don't think we have that yet in the Auditor's report, how many of those 69 are in the over \$25,000 bracket?

**Mr. LeNeveu:** I'm just taking a guess now because again we haven't recruited; a number of those positions are still vacant. But I would guess that it would be about half and half.

**Mr. Reid:** Somewhere around 30 or 35 are in the \$25,000 plus bracket?

**Mr. LeNeveu:** Yes, the majority would be maybe a shade above \$20,000 or a shade below—\$20,000 to \$25,000, in that category.



There won't be too many who will be significantly beyond the \$25,000 range.

**Mr. Reid:** And the bulk of these people are project managers? Is that the status?

**Mr. LeNeveu:** I don't think that would be a good description of their title. They would be categorized as economists but they would be project people, not project managers. They are project managers, perhaps, if you mean in the sense of one person, one project, but they would not have a team of people under them.

**Mr. Reid:** How does it break down in the analysis, research and planning? What are these people actually doing? Are they taking a project and saying, "All right, we are considering this"? Is it a policy aspect that they are looking into? Or is it a co-ordination program that most of them are involved in? And specifically—and Mr. Laughren was getting at this—what research particularly is going on? Maybe Mr. Morpurgo would be more aware of that.

**Mr. Morpurgo:** We have a few projects that we have started and are continuing. One is on commuting from remote communities. We have had certain parts of the research work being done. We are doing more. It will probably take another year or so before we—

**Mr. Reid:** How many people would be involved in that?

**Mr. Morpurgo:** One, two or three, depending on certain aspects of the collection of statistics. It's a question of discussing things with labour, with management, with the Minister of Labour (B. Stephenson), Indian Affairs et cetera, because we have, of course, included Indian communities in this study, trying to find out for example what is the potential for providing employment on a commuting basis for the remote communities of northern Ontario—Indian reserves, for example, on a modified work week. Commuting by plane on a modified work week, for example.

**Mr. Reid:** Again, I am confused. How does this tie in with what Resources Development and for that matter, what Social Development is doing? You know, it rings a bell that they are involved in doing the same thing.

**Mr. Morpurgo:** I am not sure whether they are doing the same things. I have some doubts because the policy fields deal with policies. Their capability for research is very limited, especially in the number of bodies they have to do this research. We can apply our staff to do the research necessary, with respect to northern Ontario, to look at some of the problems which are

specific to northern Ontario. The policy fields cover the whole province, not just northern Ontario.

**Mr. Reid:** Have you a list of research projects that are under way that you could read into the record for us?

**Mr. Morpurgo:** I don't have it here but I can make it available.

**Mr. Reid:** Is there any research into, first of all, one-industry towns? Is there a project going on in regard to one-industry towns?

**Mr. Morpurgo:** We have it under consideration and this is one of the projects we will have to look at.

**Hon. Mr. Bernier:** You have to realize that we've only been in operation three months. One of the things we have zeroed in on—and I don't know if it is your branch or not, Andy—is remote transportation requirements into one-industry communities. That was a report generated within the ministry. We had a consultant's feedback and we have that report now. The Ignace-Mattabi situations—the flying between Sudbury and Elliot Lake; it's very very timely to have that.

**Mr. Reid:** This is what is frustrating to me—having been here 10 years, repeating the same speech year after year. We play around on the fringes of all these things. We are cutting and pasting and our biggest problem is what you do with one-industry towns, like Sudbury, like Fort Frances, like Atikokan, like all of these places; that's our biggest problem. What are we going to do concerning one-industry towns? All the rest of it is just so much eyewash as far as I am concerned.

The project you talk about is an important aspect, vitally important, but it is not dealing with the real gut problem of one-industry towns, what happens to them when they are set up, what happens to maintain them, who pays for the services, and, particularly and unfortunately, what happens when the world markets or the domestic market goes down and there is nothing to pick up the slack—or even worse, when the resource is all mined out, which is going to happen in a number of communities, or when the trees are all cut down and haven't grown because the Ministry of Natural Resources hasn't replanted enough—but we won't go into that.

**Hon. Mr. Bernier:** We could.

**Mr. Reid:** We could but we would be wasting our time on that one.

Can we get some sense of priority? It seems to me that one of the priorities has to be a research project in some depth. We've

got an Inco committee. Are we going to have a sort of ad hoc select committee every time a resource community runs into trouble? We might as well make it a permanent committee because we are going to keep running into these problems. And let us be honest and realistic. The government has no answers. There are no easy answers. All you are going to do is react to the kind of thing that has happened in Sudbury.

**Hon. Mr. Bernier:** It is not totally correct that the government doesn't have any answers because you have seen the changes that have occurred in northern Ontario. I look at South Bay Mines as a typical example. South Bay Mines at Confederation Lake, 49 miles from Ear Falls; they wanted to establish a mine. They had a three-year ore body established at that particular time. There was financial assistance with the mine to develop the road. If they stayed in production, I think for five years, then the portion they owed the government would be written off and the road would be public. It's there and they have now expanded that ore body into 10 or 15 years.

The government at that particular time said, "Look, here you are, a single-resource community." They were given permission at that time to establish their community on a temporary basis. In other words, when the ore body was depleted, they would move out. They know that. In fact, I was having lunch with one of the principals the other day. They've accepted the fact.

Mattabi is another typical example. Mattabi wanted to establish a new townsite. The government said, "Oh, no, wait a minute. You either go to Sioux Lookout or to Ignace because there are established communities there." Umex came in and wanted to do something on their own. The government said, "Oh, no. You'll go to Pickle Lake." The thrust is coming.

**Mr. Reid:** Okay.

**Hon. Mr. Bernier:** Wait a minute now, I want to finish.

There was a certain amount of fear expressed with regard to Atikokan and the government responded. We can't project what the world market is going to be five, 10 or 30 years from now, but the day they started taking ore out of that ore body below that lake at Atikokan 30 years ago, they knew the end was going to be in 1978 or 1979. Everybody knew it. There have been changes and the community is viable. It will continue to be viable.

**Mr. Reid:** Yes, it's going to continue to be viable, because fortunately, we found another ore body.

I want to go back to what you said, because I take some small credit for the fact that we haven't put new mining communities everywhere. As a matter of fact, I still have the correspondence with the Treasurer over the first one which was Inco at Shebandowan.

**Hon. Mr. Bernier:** Right.

**Mr. Reid:** I wrote the Treasurer (Mr. McKeough) a lengthy letter suggesting we didn't need any more communities but that we should use the existing ones. I got an answer from the Treasurer and there was an announcement within months. But, again, we're kind of patching and ad hoc-ing it; a little bit comes in and another little bit. We're just playing around on the fringes. I realize there's no simple, easy solution.

**Hon. Mr. Bernier:** There is no pat answer either.

**Mr. Reid:** There isn't, and I don't mean to give that impression. It seems to me we're not dealing with the problem. We're dealing with commuting. I appreciate that's part of the problem. If you can commute from these places out to the resource industry, that's one aspect of it and it's a very important one. But that's not going to solve all our problems either.

**Mr. Mompurgo:** It will not solve all our problems. We have to try to strengthen the existing communities and eventually try to diversify the economic base. We'll have to try to find the answers as to what degree we can encourage or arrange for commuting from community to community or in between them. We don't think we have the final answers even to situations like the point at which we need a new town or at what point we don't or at what point we use the employment which is redundant in some communities in the new activities within a commuting distance—commuting in the broad sense.

**Hon. Mr. Bernier:** It's a very valid question. In this ministry we now have the new townsite development program that was formerly with TEIGA. That is our responsibility—the whole bag. There is a concern with any new single resource-based community. There's no question about it.

**Mr. Reid:** I just want to throw this in, and we went through it in the Resources Development estimates. There are no guidelines on how these things are going to be set up. In the case of Pickle Lake, I've got



Umex's brief here to the Hartt commission. They must have been reading my speeches. It says, "if we don't understand the ground rules, we're not going to start another mine in Ontario". Other mines and forest resource industries have indicated the same thing.

It seems to me with all the experience we have we should at least by now have some set of guidelines that say, "You're responsible for providing these services and the government will provide those services." I realize, for instance, at Bending Lake or even at Pickle Lake, you can't be hard and fast on all of this stuff. There has to be some flexibility. But surely there should be some well understood guidelines as to who pays for the hospitals and who pays for the education system.

**Hon. Mr. Bernier:** But that is there.

**Mr. Reid:** It isn't there. Look at what happened to Ignace. They went bankrupt because the government rightly said to Mattabi Mines, "You either go to Ignace or Sioux Lookout." I pushed for Ignace. You pushed for Sioux Lookout. So—

[1:45]

**Hon. Mr. Bernier:** You won.

**Mr. Reid:** Yes, one of the few. But, in any case, because there were no ground rules laid down as to who was going to provide the educational system, the sewer and water system, the recreation facilities, the hardware and the software, the town went bankrupt within about three years because they had no funds to provide these services.

**Hon. Mr. Bernier:** I think we have to accept the fact that all those requirements are in the various ministry programs. Five-sixths of the cost of a new hospital is paid for by the Ministry of Health if the requirement is proven. There's a recreation program under Culture and Recreation so they can get all those facilities over a period of time. But when you get a situation like Ignace where, all of a sudden, there are 2,000 people thrust into the community, that community can't cope with the sudden economic boom. They just don't have the resources. That's where the regional priority package is designed to come into being.

As an example, in Pickle Lake, the mine couldn't afford the total cost of the sewer and water project up there. We shared the cost on a 50-50 basis with the Umex Mine. Just an out and out—

**Mr. Reid:** Is there, anywhere, a manual or a guideline that says to Umex, if they want to start out in Clearwater or wherever, "This is what the various ministries will pro-

vide, given the need, and this is what you as a company are going to have to provide"? Is there even a rough guide, because one of the things Umex says here is that they were so frustrated with dealing with so many government agencies and obviously getting contradictory information? As a member sitting on this committee, on Natural Resources and Resources Development and getting the contradictory answers we've been getting, my God, if I had the money to invest I wouldn't invest it here. I'd be utterly frustrated with all of the stuff I have to go through and then not have any real idea of what I'm responsible for and what the government is responsible for.

**Mr. Laughren:** Mr. Chairman, I wonder if Mr. Reid would agree to a supplementary on this same question. Am I interrupting you?

**Mr. Reid:** Yes.

**Mr. Laughren:** I detect not only contradictions in the different secretariats, but contradictions within any given ministry. This minister was Minister of Natural Resources when he did the exact opposite of what you're suggesting, and what he's agreeing with you on, in terms of putting people into established communities. There was a classic example, I thought, in the town of Gogama, which is about 600 or 700 people, north of Sudbury. There was a pulp and paper project of Ontario Paper Company between Shining Tree and West Tree and they wanted to locate at Gogama. There were schools there. It's really a built-up community. Do you know what they were told? "No, there's no land available."

No land available! There's not a house for 100 miles on each side, and no land was available, the water table was polluted.

Do you know what they did? They sent them off and there is now a mobile home development about 35 miles from there in the middle of the bush and that's insane. The students are all bused from there into Gogama and if there are high school students they're going to have to go to Timmins or Sudbury. It's crazy. Yet it was a deliberate policy of the government to direct them away from the built-up community of Gogama of 600 people or so. That's crazy and unjustified.

**Hon. Mr. Bernier:** I can't answer that. Really, that's in Education. There must be a local reason for it, I'm sure, that would—

**Mr. Laughren:** It wasn't the town, it wasn't them. It was the ministry. I wrote letters and said, "Would you please convince Ontario Paper to locate in Gogama?" and it



was the government ministries—Environment and Natural Resources—that said “No, we won’t let you locate here.”

Mr. Reid is quite right, of course, I’m sure you’d agree with him. When it comes to implementing it, it’s not there—

Mr. Reid: No consistency.

Mr. Laughren: —there’s no consistency at all, to this day. You’re going to end up with a problem community there. I don’t know what you do about it now. There must be 30 mobile homes there. There are close to 100 people.

Mr. Reid: Just sitting in the bush.

Mr. Laughren: Just sitting in the middle of the bush. There are already eight buses that go back and forth between Gogama and Timmins for the high school students and so forth. It makes no sense whatsoever. I feel frustrated because I don’t know what the hell you do at this point. That’s been there for a couple of years now and you couldn’t convince anybody in government to turn it around. I guess I’m making the same plea as Mr. Reid, that there be consistency. Nobody benefits now.

Hon. Mr. Bernier: As we move ahead in this ministry, that’s an area where we will express concern.

Mr. Laughren: You were the minister in charge of Natural Resources when that happened. You had correspondence on it.

Hon. Mr. Bernier: We’ll certainly watch that. I think your point is well taken. There will be some guidelines for these companies when they do come in.

Mr. Laughren: Don’t thank me for it.

Hon. Mr. Bernier: I worked very closely with the Umex people on that development. We will get decisions and information as to what is their responsibility and what’s the government’s responsibility. We’ll certainly consider that.

Mr. Laughren: You can’t move them back out now.

Mr. Reid: I’d like to suggest another project for research. I know that some has been done by MTC in the past. Obviously one of our biggest problems, particularly in attracting any kind of secondary industry up north, is transportation costs. Maybe it’s impossible. There’s no point in getting people’s expectations up. With the rail lines we have—at least today though we may not have them tomorrow—it seems to be one of our biggest problems is transportation costs, both in and out. There was a study done by a Professor Bonsor from Lakehead University on transportation costs in northwestern Ontario.

I think that is an area we should be examining and we should be using Lakehead University and Laurentian to do some of this stuff. Mind you, you’ve got a staff of 69. I would think you could be churning this stuff out in great gobs. Just incidentally, I’ve always been disappointed that the universities in northern Ontario have not really addressed themselves to any significant extent to problems of northern development.

Hon. Mr. Bernier: I should make it clear that both of those institutions have been in touch with us already and have expressed their desire to become involved in that type of approach. We intend to follow it up very closely because they’ve got some excellent people on their staffs and can provide us with some input. I’d sooner go that route than hire southern Ontario consultants, I can tell you.

Mr. Reid: Yes. I mean all the professors came from southern Ontario or some foreign country. But that’s another story and we won’t go into that. Under vote 901, item 3, you’ve got salaries of \$752,000 and services of \$518,000. What do those services encompass, anyway? It seems to be somewhat out of whack, I would think.

Hon. Mr. Bernier: We’ll ask Mr. LeNeveu to respond to that.

Mr. LeNeveu: Services cover mostly the cost in Toronto and across the four regional offices and district offices as well and include the money Mr. Morpurgo is referring to in terms of studies. It deals with supplies and that type of thing coming to the ministry. Those are the two major components. The other ones would be much smaller—telephone communication costs and so forth.

Mr. Reid: That’s not good enough. I’d like some more detail on these. We come into these estimates and there’s \$518,000. What are the taxpayers getting for \$518,000? A lot of phone calls and a lot of stationery?

Mr. LeNeveu: I’m sorry. I can get that to you but I don’t have it with me here today.

Hon. Mr. Bernier: We’ll make sure you get it, Mr. Reid.

Mr. Reid: All right. I notice a fair discrepancy between the estimate and the actual expenditures, but I suppose that’s partly due to the fact you weren’t in business that long.

Hon. Mr. Bernier: That’s correct.

Mr. Reid: If anybody else has any questions, I don’t want to monopolize things. I’d like to go on to item 4, regional operations. Could you tell me what the \$1,925,000 for regional operations is?

**Mr. LeNeveu:** The major portion of that deals with the cost associated with the operation of the northern affairs offices: there are the 70 staff, the northern affairs officer in each location, his secretary, their travel expenditures and all costs associated with operating those offices. This is something that actually was shifted over from the old Ministry of Natural Resources and put into this particular ministry, but that would represent the bulk of this amount of money.

**Mr. Reid:** This vote doesn't relate to the expense of the supervisors we have. That's in the office administration?

**Mr. LeNeveu:** There would be their immediate supervisors, the supervisors dealing with the northern affairs offices, but that would be a very small portion of that total figure. It doesn't deal with the research staff or the other staff you were referring to a minute ago.

**Mr. Reid:** Why are transportation and communications so high in that vote, \$338,000?

**Mr. LeNeveu:** There's the cost of gasoline and the purchase of vehicles for the northern affairs officers. That would be the bulk of the amount of money. Some travel back and forth. Normally it's the automobile-associated costs because they do a great deal of traveling. I can't give you a figure for each person—perhaps Herb can—but it would be quite substantial.

**Mr. Reid:** How much of that would involve travel to Toronto? Any idea?

**Mr. LeNeveu:** Not very much.

**Mr. Reid:** All my colleagues here and I travel back and forth almost once a week, and if it weren't for civil servants we wouldn't have any airlines operating in northern Ontario. It just boggles the mind when you get on and you've got 12 or 15 or 20 civil servants from Northern Affairs or Natural Resources coming down to a meeting in Toronto, when one or two people from Toronto could come up there, where they should be in any case, to discuss matters relating to northern Ontario. Has anybody got any control over that at all?

**Mr. Laughren:** The balance of people on the plane are used car salesmen carrying a licence plate to bring back a car to the north to sell.

**Hon. Mr. Bernier:** Two thirds of our staff are located in the north and I've said publicly many times—in fact, I've been accused of making too much noise in northern Ontario recently. My presence is not welcome in certain areas.

**Mr. Reid:** You're starting to sound like the Ombudsman—and that's not a compliment.

**Mr. Laughren:** Can you enlarge on that?

**Mr. Reid:** Yes, what do you mean by that? I've heard you criticized, but never for that.

**Hon. Mr. Bernier:** The member for Nickel Belt says the minister is moving around too much in northern Ontario.

**Mr. Laughren:** I said you're moving around without direction, like a wounded moose; without direction.

**Hon. Mr. Bernier:** Certainly 50 per cent of my time and the deputy's time will be spent in northern Ontario, so I don't think you'll see—in fact, I know you won't—large numbers of the Ministry of Northern Affairs staff going back and forth to Toronto.

**Mr. Reid:** You used to have sort of an annual meeting, and I'll get all the northern affairs officers on my back—

**Hon. Mr. Bernier:** We still do.

**Mr. Reid:** Yes, but they come down to Toronto.

**Hon. Mr. Bernier:** No, they meet in various places, in the north—

**Mr. Laughren:** Yes, Port Credit.

**Hon. Mr. Bernier:** Sudbury, for example.

**Mr. Reid:** Do you still have your annual meeting where they all converge on the Westbury?

**Hon. Mr. Bernier:** Yes, once a year.

**Mr. Reid:** Is that necessary?

**Hon. Mr. Bernier:** I think it is; I really do, because I think our northern affairs officers have an opportunity to spend a couple of days down here and meet all the other ministries, the people they're carrying the services for in the north. I don't think it's unrealistic to ask that they come down once a year and hear from the Workmen's Compensation Board experts or the OHIP experts or those people within those various ministries who outline to them any changes in politics or programs. It's just an ideal time.

I can assure you it's not just a junket to Toronto they come down for. They're exposed to a very intensive two or three days. As you understand, they cover the services and programs of all government ministries, so it's important they come down at least once a year and be brought up to date. I defend that with a great deal of enthusiasm.

**Mr. Lane:** Mr. Chairman, can I ask a supplementary to that remark of Mr. Reid's? I'm wondering, Mr. Minister, in view of the fact that our northern affairs officers not

only provide services for every ministry of this government but for many federal matters as well, how do we bill the federal government for its share of what it's costing us to run our offices and transport our people?

**Mr. Reid:** It's called DREE.

**Mr. Laughren:** Can I bill the Workmen's Compensation Board for what I do for them?

**Mr. Lane:** Let the question be answered, would you please?

**Mr. Laughren:** Your question is silly.

**Mr. Lane:** Not nearly as silly as something you were saying yesterday.

**Hon. Mr. Bernier:** If I may respond, Mr. Chairman, the member for Algoma-Manitoulin—

[2:00]

**Mr. Reid:** Mr. Chairman, could you keep a little order here? I find this most distressing.

**Mr. Chairman:** Mr. Lane asked a question.

**Hon. Mr. Bernier:** That's a valid, valuable question, really.

**Mr. Laughren:** Are you serious?

**Hon. Mr. Bernier:** I am serious.

**Mr. Lane:** At least a third of the time is spent answering federal problems.

**Hon. Mr. Bernier:** I have to tell you our first priority is to make sure the services and the programs from all levels of government are made available to the people in the north. That's number one. When you start to look at the figures, about 30 per cent of the northern affairs officer's time is spent dealing with federal matters. If it continues to grow—

**Mr. Laughren:** What happens when the northern affairs officer handles a compensation case? Do you think he should send a bill to the Ontario Workmen's Compensation Board? That comes under the private sector.

**Hon. Mr. Bernier:** It's an indication to me that the feds are not doing a job in getting their program known. You have two levels of government here.

**Mr. Laughren:** Compared to your Compensation Board, the feds aren't doing their job?

**Hon. Mr. Bernier:** They certainly are not.

**Mr. Lane:** This wasn't what we were talking about—the federal services we are assisting through our provincial offices. Canada Pensions, unemployment insurance, and all of these things are dealt with by our officers.

**Mr. Laughren:** All public sector, right?

**Mr. Lane:** Okay. But our government is paying for them. I am asking is there any way we can tap the federal government for part of the costs?

**Mr. Laughren:** Tap the Compensation Board, too, because that's the private sector.

**Mr. Lane:** You have got the Compensation Board on the brain, I think.

**Mr. Laughren:** I can't help it.

**Hon. Mr. Bernier:** Even the federal members are using our northern affairs offices and officers to assist them in dispensing information.

**Mr. Lane:** I am not saying it shouldn't be that way. I think it's good that it does provide a complete service.

**Mr. Laughren:** Don't dig the hole any deeper, John. You're in deep enough.

**Mr. Reid:** Mr. Chairman: I'd like to say I think the northern affairs officers I have in my riding—I can't speak about the others—are doing a very good job. I think it's one of the few valuable programs. I am only sorry that Allan Lawrence didn't win the leadership based on that. I think he wrought better than he knew when he did it. However.

**Hon. Mr. Bernier:** I guess they've earned their stripes.

**Mr. Reid:** Yes. I would like to go on to vote 902.

**Mr. Chairman:** Is there any more discussion on vote 901?

Vote 901 agreed to.

On vote 902, northern communities assistance program; item 1, community priorities:

**Hon. Mr. Bernier:** I just want to explain that the regional priority budget, which, as we all knew before, was \$40 million or \$50 million, has been broken up into regional priority budget and community priority budget so we can deal with these factors individually to get some identity into those two areas, something on a regional basis and something on a community basis.

How do you get a program into the regional priority budget? I think Mr. Morpurgo probably might want to elaborate further. The desire, of course, and the initial recreation must come from the community itself. There is no question about that. We have to hear from them.

**Mr. Reid:** For instance, if they want a sewage and water treatment plant, do they go to you or do they go to the Ministry of the Environment?

**Hon. Mr. Bernier:** The first thing they have to do is go to the Ministry of the



Environment to find out about their specific program, their specific needs, and get them into the picture. You will find that as they start dealing with the Ministry of the Environment, it only has so many millions of dollars for the whole province and they will be turned down.

In many instances the Ministry of the Environment will turn those people over to the Ministry of Northern Affairs. I can just look down this list of community priorities. I will give you an example: Cochrane, sewage treatment plant; Ear Falls and Red Lake, water and sewage treatment plants; Elliot Lake, expansion of services; Gore Bay, a sewage lagoon; Ignace, a sewage treatment plant; Iroquois Falls, water supply; Kenora, water and sewage plant; Little Current—

**Mr. Reid:** Yes, I've got all that.

**Hon. Mr. Bernier:** It's all there. Those are the kinds of things that usually spin off from the Ministry of the Environment because they are the line ministry and they do the actual work.

In fact, it is happening in Atikokan. I met with the reeve and the council of Atikokan and the Minister of the Environment (Mr. Kerr). His funds were all used up for next year. We have committed \$1.5 million for next year under the regional priority budget after sitting down and discussing it with both of them. There is a need there. It is an urgent need that was identified by the community. They went to the Ministry of the Environment and the Ministry of the Environment came to us. It is over and above their budget.

**Mr. Reid:** You are putting up the \$5 million.

**Hon. Mr. Bernier:** Eventually we will.

**Mr. Reid:** If I could go to page 16—social, medical, dental programs; various small communities' dental and medical facilities. The minister has a letter from the township of Ignace and I have spoken to you and written you letters concerning a dental facility somewhat comparable to what was provided in Pickle Lake. You gave me a long reply as to the peculiar circumstances that existed in Pickle Lake. But again we come back to the lack of any kind of coherent program and requirements for these things to take place.

On November 24 you received a letter saying, "Dear Leo," which surprised me somewhat, from the clerk-administrator of Ignace, requesting assistance for a dental clinic in Ignace. The minister is aware of the situation because the Kenora-Rainy River district health council put out quite a com-

prehensive report on dental requirements in northwestern Ontario. That report indicated that our area had the lowest level of care, and that the children particularly were suffering from the highest rate of dental decay and other dental problems. The report specifically spelled out and underlined that the people in our area, yours and mine particularly, and, I presume, in northeastern Ontario, especially the areas farthest north, were in fact suffering from this.

Your reply was that we have two more dental coaches, but those dental coaches only show up in a place for a maximum of a year and then they are gone. We are lucky if we see them again or if they reappear within a five-year period.

Can you indicate what exactly you are planning on doing on a more permanent basis? I talked to the Ontario Dental Association. I gather that the minister has talked to both the medical association for the provision of doctors and also to the dental association. Can you give me some specifics of what you are doing—particularly what, if anything, you have replied to Ignace?

**Hon. Mr. Bernier:** Let me first point out that the clerk did call me on that issue. I outlined to him my desire to do as much as I could for the town of Ignace. I suggested they put their thoughts in writing and send me a letter with a copy to the local member.

**Mr. Reid:** Well, it is funny, but I told them the same thing.

**Hon. Mr. Bernier:** So we are both on the same track in that area. I think it is fair to say that this area is one we very easily identified as a priority in northern Ontario, as you correctly point out.

We have already moved to buy the facility. We are not in a position to provide the dentist for those facilities which we purchased out of the regional priority budget. But we did buy four mobile dental coaches and they are now moving about throughout the north. We hope to buy more. We are working very closely with the Ministry of Health in getting them staffed with the right people, either on a long-term basis or on a short-term basis. With their co-operation and our funding, we can push and get these things moving, get the needs of the north really recognized and, in many instances, rectified. I have to admit that the old CN and CP railway coaches were a godsend across the north. I know my family were recipients of some of the services provided by those coaches, so I know what it means in small communities. But it was one area

that we embarked on immediately. That has been in existence only about three months.

**Mr. Reid:** I appreciate that, but the fact remains the major problem seems to be that facilities have to be provided to attract the dentists to the community. In many cases we are dealing with people who are right out of dental schools. The established dentists will not, it seems, move to northern Ontario. So you are dealing with somebody fresh out of school who cannot afford the \$20,000 to \$30,000 to buy the equipment and set up an office.

Many of the communities with a small resource base, or in the situation of Ignace, which has to have everything approved now by Treasury—but even a town like Rainy River had to go and provide the facilities before they could get a dentist. While it seems like a chicken and egg situation, it really isn't. You have to have the egg there for the chicken to operate in.

It seems to me there should be some kind of program wherein even on a lease-back basis you could provide the funding originally and have it amortized by the community over 10 years or whatever. Even that would be acceptable. But to take a place like Ignace or Rainy River or any of these small communities and say: "All right, this is going to cost you \$100,000 for the building and the services"—they can't handle that.

**Hon. Mr. Bernier:** That situation exists right now in the north. I will take two examples in my own area. Ear Falls and Sioux Lookout have both provided those basic facilities through grants from industry, through local participation—and they still can't get a dentist resident in their community. The doctor or dentist comes in for a few months and just moves on. You know, there are greener pastures somewhere else, or he's not northern oriented, and this is one of our problems.

It's something we have to work out with the college of dentists. I have talked to the Minister of Health (Mr. Timbrell) on this point. Maybe we'll work out something on a rotation basis similar to what the federal government has done at the zone hospital in Sioux Lookout. A specialist will go up and spend a month or two months there and then come back to the golden horseshoe—to the nice soft living in southern Ontario.

**Mr. Reid:** But he still has to have those facilities to work in when he gets up there. I think he would do better in northern Ontario than sitting down here.

**Hon. Mr. Bernier:** When it comes to facilities, we are going to bend over back-

ward to make sure that the facilities are made available, I can tell you that.

**Mr. Reid:** Can you tell me how you have replied to Ignace?

**Hon. Mr. Bernier:** The Ignace situation will be put into the list of candidates we are looking at in the next fiscal year, when we are dealing with the regional priority or the community priority budget.

**Mr. Reid:** So we are certainly not looking at anything in the fiscal year of 1977-78 ending—

**Hon. Mr. Bernier:** No, not 1977-78. But it could be in 1978 which begins on April 1.

**Mr. Reid:** So we could be looking at something at that stage.

**Hon. Mr. Bernier:** Yes.

**Mr. Reid:** I hate to go around in circles, but if you had some guidelines as to town-site development, you have something in place so people understand these things. One of the problems of attracting and holding manpower in northern Ontario is the lack of these kinds of facilities. In this day and age parents are not prepared to raise their children without having these basic services made available.

**Hon. Mr. Bernier:** I am very much aware of that. In fact I was telling a group just the other day that my own son, believe it or not, couldn't get a dental appointment in Sioux Lookout or Dryden. He had to go to Winnipeg to get dental work done and that gets pretty expensive, believe me.

**Mr. Reid:** Yes, but you see the rest of us couldn't afford to send our sons—

Interjections.

**Hon. Mr. Bernier:** While on that point, the deputy has just made an excellent suggestion that slipped my mind. It may well be time for the northern members to start putting pressure on the dental colleges to take northern students who will go back to the north. I think we all agree there was a quota system established some time ago. I don't know if that is still in place or not. It isn't? [2:15]

**Mr. Pope:** No, it isn't.

**Hon. Mr. Bernier:** But if we can lean on those. I beg your pardon?

**Mr. Pope:** Not in the medical schools any more either.

**Hon. Mr. Bernier:** Oh, it's out of there. I am glad to hear that. But it may well be that as private members we should be leaning on those institutions to take northern students and—



**Mr. Reid:** The last time I leaned on a member of the Ontario College of Dentistry he almost choked on his filet mignon. He wasn't too happy with my suggestions.

**Mr. Elgie:** Did you have your teeth in?

**Mr. Reid:** I put them right out on the table.

In item 3, isolated communities, there's no point in ragging this one to death again, but it seems to me that for a small organization that got going about three years ago, they provide a tremendous service to their communities.

**Hon. Mr. Bernier:** Can I correct that? It was announced about a year ago.

**Mr. Reid:** The fund?

**Hon. Mr. Bernier:** The fund.

**Mr. Reid:** But UCANO east and west have been in operation almost three years. As a matter of fact the candidate who ran against you was very able and competent—but we won't go into that.

**Hon. Mr. Bernier:** The voters recognized his ability.

**Mr. Reid:** You bought another one—but we won't go into that one either.

This was raised in Resources Development estimates so I won't go through it again, but their biggest problem still seems to be that there is no legal structure for grants and moneys to flow to them for services that are available. They even have, for instance, a great problem with Wintario grants. But they also have problems getting funds for the basic services like fire engines and that sort of thing. In most cases there is not really an organization in place there to accept the responsibility and handle the government funds or services that are provided.

**Mr. Laughren:** Like smoke detectors.

**Mr. Reid:** A few years ago we had a bill before us, put forward by the Treasurer as I recall, to set up a structure. A lot of us on all sides said it was inadequate and didn't do the job. What are you doing about that?

**Hon. Mr. Bernier:** That's something close to my heart, of course, coming from an unorganized community as I do and being very, very—

**Mr. Reid:** You should be. You own the community.

**Hon. Mr. Bernier:** —close to the UCANO group both east and west and having the benefit of their input for the last couple of years. So I feel very comfortable talking about this vote.

There is a growing feeling—and it's there, there's no question about it—the member correctly pointed out when—was it Bill 102?

**Mr. Reid:** Yes.

**Hon. Mr. Bernier:** —when Bill 102 was introduced, there was an outcry across the north that they didn't want to be organized. They didn't want to be regulated. They didn't want to be in that kind of a municipal structure. There was just no way.

**Mr. Reid:** They all want money.

**Hon. Mr. Bernier:** You made this very clear. They haven't come forward with any structure that's acceptable, except the thought that is now with Treasury and Economics with regard to broadening the responsibility and the taxation ability of the statute labour boards or the local roads boards. They are bodies in place today and are elected by an annual meeting.

Most areas have streets. Most areas have roads. They have that small assessment, but under the present Act they can only assess for road construction and road maintenance. Treasury is looking at broadening those responsibilities and giving that board the right to assess for say, fire protection or garbage collection or street lights—something that is not presently possible without having the formal structure of a reeve and a council and all that goes with it.

To me it makes sense. UCANO has looked at it very favourably. It's a very minor change. It's a very simple structure and what northerners really want. I don't know of a better route to take at this point in time. God knows we have discussed it on many occasions, in estimates and in the Legislature and out in the field, and nothing better than that suggestion has come to my attention.

I hope in the spring that will be brought forward in the amendments to those Acts—and I hope you will support it with enthusiasm.

**Mr. Reid:** There are a lot of problems with the statute labour boards, as you know.

**Hon. Mr. Bernier:** But they are in place and they are working in most of the areas, I believe.

**Mr. Reid:** It seems to be a logical way to go.

**Hon. Mr. Bernier:** With a little more responsibility they would even work better.

**Mr. Reid:** Can I go on to item 4, telecommunications facilities? Can you explain what is involved in the transfer payment to Ontario Northland? Is that primarily for everything at Moosonee?

**Hon. Mr. Bernier:** Ron, do you have a comment on that?

**Mr. LeNeveu:** It is made up of a couple of elements. The \$669,000 is the acquisition



and installation of diesel generating units for the provision of the basic electric power behind the installation of the telephone systems. And the moneys this year are going to Slate Falls, Sasakwei Lake, Angling Lake, Wunnummin Lake, Bearskin Lake, Cat Lake, Muskrat Dam Lake, Kingfisher Lake, Paquichi Lake and Webequie.

The second amount, \$1.7 million, deals with the microwave systems being put in for the northeastern communities at Attawapiskat, Fort Albany, and Kashechewan, with repeater sites at Big Willow, Cockispenny Point and Piskwanish. Basically those are the two sums for the program announced about three years ago. That's drawing pretty well to completion this year. There will be some carryover into next year.

**Mr. Reid:** I understand from certain people in Bell the telephone system is a bit of a mess and that everyone up there is buying coloured phones and all the rest of it, which I find somewhat strange under the circumstances.

**Hon. Mr. Bernier:** Are you suggesting that the people in those areas shouldn't have coloured phones?

**Mr. Reid:** It seems to me that in all these government programs we tend to get a little carried away. The simple black phone which I have in—

**Hon. Mr. Bernier:** That's the individual's right though, isn't it?

**Mr. Reid:** That's right, especially depending on who is paying for the phone.

**Mr. Kerrio:** At the goose camp?

**Mr. Reid:** It's very nice that these people should get these telecommunications—certainly they are required—and the microwave system, so they will have the benefit of the ballet on Wednesday evenings on CBC, which is all they are getting, but I have a lot of communities that don't have the services these northern Indian communities have—that are without television reception or that have very poor television reception. They too are at the tender mercies of CBC and their program content.

Is there any move afoot, either through your ministry or the Ministry of Transportation and Communications—and I hope to slide in there to discuss this matter—to bring things like CTV and ETV to these communities and improve the CBC reception in communities like Ignace, Pickle Lake, Emo, et cetera? We've got a number of people who are interested in extending cable but if you don't have a community of about 2,000 and therefore about 300 or 400 people with television sets, it's not feasible to put the system in.

**Hon. Mr. Bernier:** I might say facetiously that if you are looking for CBC coverage in some areas of your riding, I know a relative of yours who might be able to help you. He's in the federal House. But putting that aside, this is another area we have already embarked upon.

**Mr. Kerrio:** Maybe Bob Welch's program should be beamed up there.

**Hon. Mr. Bernier:** Well, it is.

**Mr. Kerrio:** Through our cable.

**Hon. Mr. Bernier:** It is. ETV is in Sudbury. It is in Thunder Bay and now the tower is going into Sault Ste. Marie. We have had discussions from groups in the Sault Ste. Marie area and the Wawa area. We have had discussions with the NorWont group in the northwest area. The Wawa group are interested in off-air. NorWont, of course, is a cable system across the north.

There was a strong indication given—particularly from the NorWont group—that the government's attitude and first priority was to make sure that if there were to be additional services, particularly TV services in those areas, it should be on the same basis as the people in southern Ontario. In other words, you should be able to turn your set on and get another one or two signals off air.

We felt we should not give public funds to a private company to put in cable for which they would, in turn, charge our residents. That's not equitable as it relates to northern Ontario and southern Ontario.

**Mr. Reid:** It would be if they paid the government rent or amortized the cost of those systems because there is a hell of a capital cost involved. If you could provide the financing—and I realize the problems that are related to that—

**Hon. Mr. Bernier:** The northwest issue brought it to a head and in this regard we now have a close relationship with MTC. We are working very closely with them in areas like this on the administration of the regional priority budget. If there is some way we can assist one group or different groups in making sure that the second off-air channel is made available to people in northern Ontario it will come out of this budget. Again, you can compare it with the dental requirements and dental facilities. It's something that is needed to keep people in northern Ontario.

Last week I had a call from a certain community in my area where an operator is providing off-air television service.

**Mr. Reid:** Without a licence?

**Hon. Mr. Bernier:** Without a licence, totally illegal. The reeve tells me his community

was just jumping with enthusiasm. In fact, he phoned me on Saturday night and said 95 per cent of the people in his community were watching the illegal operation as opposed to watching the hockey game, simply because the fellow was bootlegging it, and doing it very, very well. The reception was exceptionally good. The programming was what they wanted. He had selected it from a number of different stations.

**Mr. Laughren:** Where did he get it from—the air?

**Hon. Mr. Bernier:** No, he tapes it. He tapes it from the stations down here.

**Mr. Reid:** He comes down with a video recorder, tapes it from a TV, puts it in the can, goes back up and televises it from his little studio.

**Mr. Laughren:** It sounds like free enterprise at work to me.

**Hon. Mr. Bernier:** It is. It's a one watt operation. In fact, he was written up in last weekend's TV Guide. He was slightly annoyed I am told.

**Mr. Reid:** That kind of publicity he doesn't want.

**Hon. Mr. Bernier:** One reeve was very nervous about it. He told me he sent a long telegram to CRTC asking five or six questions. Two days later a telegram came back just one line, "He is illegal." That was the end of it.

But it's the kind of service northerners want and we are very cognizant of that. So we are working very closely with MTC and they are enthusiastic too. But how far does the government get involved? I think we may have to get involved with the capital expenditures to get the signal brought to those particular areas.

**Mr. Reid:** One further question on that. Do I take it that these sums that we are voting under item 4 of 902, will be a continuing item in the budget every year?

**Hon. Mr. Bernier:** I think next year is the final one of a three- or four-year program.

**Mr. LeNeveu:** It should be completed next year.

**Mr. Reid:** Is there no operating cost? That's what I'm getting at.

**Mr. Campbell:** There will be continuing operating costs for running the hydro-lease of a generator and this kind of thing—but that will be a lower amount.

**Mr. Reid:** But the capital equipment program will be complete.

**Hon. Mr. Bernier:** You can go up to some of the remote communities in northern Ont-

tario and be able to pick up a telephone and dial the outside world or to flip a switch and get electricity, or turn on your TV and get perfect colour reception in areas which I thought 10 years ago were just so far removed from the other parts of the world it would never come.

[2:30]

**Mr. Reid:** You see the Hartt commission in colour.

**Hon. Mr. Bernier:** Right. I don't know what it's going to do to the way of life up there. I have some concerns—

**Mr. Reid:** That's one of the problems.

**Hon. Mr. Bernier:** —it's going to cause changes. In fact, the first two weeks it was in Sandy Lake the school principal was complaining fiercely that attendance at the school had dropped to practically nil. They weren't even showing up to go to school.

**Mr. Reid:** The teachers?

**Hon. Mr. Bernier:** The students. They were staying up late at night watching the late movies and they couldn't get up in the morning they were so fascinated.

**Mr. Reid:** One week of "90 Minutes Dead" will solve that problem.

**Hon. Mr. Bernier:** When you realize that in those areas there is no other form of recreation or other activity it is certainly a godsend.

**Mr. Laughren:** Yesterday, I raised very briefly the question of a contradiction, or conflict, or duplication between vote 901, item 3, analysis, research and planning, which has to do with investigating and doing research on an economic base for a community, and vote 902, item 1, community priorities, which includes an economic base study for Sudbury. I wonder if one chicken knows what the other chicken is doing. That's not really what I was trying to say!

**Hon. Mr. Bernier:** You'd better stick to booze.

**Mr. Reid:** Making eggs would account for it, really.

**Mr. Laughren:** If one hand knows what the other hand is doing, thank you.

What is going on? Who is doing the study? What kind of study is it? It says the implementing agency is the regional municipality of Sudbury. Has the regional municipality of Sudbury been told it's the implementing agency? What is your role in these two different votes? I'm confused. Bring us up to date on that.

**Hon. Mr. Bernier:** Under the community priorities item we have indicated to the



regional group in Sudbury that we would provide \$190,000 this year.

**Mr. Laughren:** What does that do?

**Hon. Mr. Bernier:** That's to look at the possible diversification of industry for the Sudbury area, the import substitution program, or ideas that they wanted to examine in great detail. I think the whole project was \$1.5 million originally.

**Mr. LeNeveu:** They were asking for \$500,000.

**Hon. Mr. Bernier:** We looked at it and we think we got them started with \$190,000 this year. I don't think it's been announced officially has it? It's been approved, has it? Are they aware of it up there?

**Mr. LeNeveu:** They know it's coming.

**Mr. Laughren:** It's in your budget for this year.

**Hon. Mr. Bernier:** Yes, but it was put through cabinet just a week or so ago. We can announce it. So there you are, you've asked the right questions.

**Mr. Laughren:** Just so I'm up to date on this, you've provided the region \$190,000.

**Hon. Mr. Bernier:** Yes.

**Mr. Laughren:** Did you provide anything else to them, in terms of expertise or seconding of people?

**Hon. Mr. Bernier:** Yes, our director in the Sudbury area, whom I hope you'll get an opportunity to meet and become familiar with, George Ormerod, is located in Sudbury. He'll be working very closely with the regional group in Sudbury.

**Mr. Laughren:** And this was all approved before the current economic problems at Sudbury, I believe?

**Hon. Mr. Bernier:** Yes. It was in the works.

**Mr. Campbell:** We were discussing it with them but it's been approved just recently. There are two elements to it. The first thing on their priority list is what they call an import substitution study, where they want to look at all the things that are being imported into the Sudbury area with a view to finding out what things can be made locally. That's a very positive local initiative in our support.

It's interesting, when the recent problems in Sudbury arose, we had a committee down here which called itself the Sudbury committee. That was one of the things it put high on its list to do, so we moved on ahead and we're going ahead with it.

The other part of that study is the question of agricultural diversification in the

Sudbury area as well. Those are the two elements they want to look at. The funds are going to the regional municipality. I understand they're getting together some broader group that will include more than the regional government. They've got the unions, some people from Inco, Falconbridge, the chamber of commerce and various sectors together on that.

**Mr. Laughren:** Is this money that would normally have come through TEIGA?

**Hon. Mr. Bernier:** Yes, this is the priority budget, formerly with TEIGA.

**Mr. Laughren:** That's the kind of study I was referring to yesterday, but doing it on a provincial basis. I think the Minister of Industry and Tourism (Mr. Bennett) actually did a good thing when he got together with some manufacturers in Ontario and laid out before them all the products we import into this province—I mentioned microphones yesterday—and said: "Look, can't you people do this?"

**Mr. Campbell:** They had one of their shows about a month ago in Sudbury, which was a continuation of that program. They're going to be looking at various kinds of mining equipment, machinery and things they're using locally to see how much of it they can start making themselves.

**Mr. Laughren:** Everything that's been tried in the past basically hasn't worked. I know there have been exceptions but I think it's got to be a provincial plan. I'm not objecting to support the Sudbury region for that kind of thing but rather than doing it on a region-by-region basis, I think it's got to be put together provincially.

**Hon. Mr. Bernier:** It may well plug in with the provincial thrust too.

**Mr. Laughren:** It may.

**Hon. Mr. Bernier:** Let's hope it does with Mr. Bennett's efforts.

**Mr. Laughren:** I want to pursue what Mr. Reid was saying about health problems in the north. I did some work on looking into that whole thing statistically. I looked at the number of physicians per population and the number of dentists per population in the different regions of the province. The latest figures I could get were for 1973, but I doubt if it's changed that much. It may have somewhat, but I doubt that very much.

For example, with physicians the provincial average was one physician for every 595 people. The Toronto ratio was one for every 438 people. As a matter of fact, the best ratio, if more doctors is best, was in Middlesex where there was one doctor for every 362



people. The worst was Manitoulin and, strangely enough, Manitoulin is one of the areas that needs doctors the most, if one looks at the socio-economic problems in that area. There is one physician for every 1,816 people there.

The next worst was Kenora where there was one doctor for every 1,206 people. This compares to 438 in Toronto. The next worst was Cochrane where there was one for every 1,100 people and then Sudbury, where there was one for every 1,085 people. The next was Timiskaming where it was one for every 1,013 people and then Algoma where it was one for every 968 people.

The best in northern Ontario was Thunder Bay where there was one for every 774 people. The best in the north was almost twice as much as the provincial average and more than twice as much as Middlesex. Those figures are the ratio of physicians to population.

If we look at dentists, the statistics are on a little different base here. I don't know why it's a different base but it is. It's the number of dentists per 100,000 population. I'm sorry to change the base on you but that's the way it came to me. For the district of York in the golden horseshoe, it was 55.75 dentists per 100,000 population. In Algoma it was 25 or less than half of York. In Sudbury it was 22.78 dentists per 100,000 population. In Kenora it was 22.60; in Timiskaming it was 19; Manitoulin, 18.

We don't just sense that it's bad in the north; the statistics prove it. I know the problems and as Mr. Reid said, the problems are not simple. We've been tearing our hair out trying to get a dentist into Chapleau. There are 3,500 people and the community service more than that; probably draws another thousand people. And no dentist. It's a bit much when you have to go to Timmins, which is about 115 miles away.

**Hon. Mr. Bernier:** When we made our presentation to the Hartt commission, we pointed out to Justice Hartt that north of the 50th parallel there were only two full-time practising dentists. It's a problem.

**Mr. Laughren:** The only way you're going to solve the problem is to entice government dentists and government doctors to go up there on salary. I don't think you'll get them according to the fee schedule set up now.

**Mr. Pope:** One of the problems a lot of the doctors in northern Ontario are also talking about is the indication they're getting from the medical schools and from the hospitals which have interns that a lot of people whom we assumed would be available for northern Ontario are going elsewhere.

There's no quota system, although Timmins for instance, went to the dental schools to recruit and got three in one year. There's no quota system for northern Ontario. In spite of evidence that people do tend to return, there's no quota system in any of the medical or dental schools. They accept students strictly on the basis of marks.

There's also no government support structure for specialists. For instance, Timmins doesn't have any specialists left; it's lost three in the last two years.

**Hon. Mr. Bernier:** Where have they gone, Mr. Pope?

**Mr. Pope:** Two have gone to Alabama and one has gone to California. That's the problem. Bed usage in hospitals in northern Ontario is starting to decline in certain fields because of the lack of specialists. This has a consequence in the Ministry of Health cutbacks.

**Mr. Laughren:** I don't see a solution to the problem under the present system. The Ministry of Health is just going to have to say that they want so many government doctors and so many government dentists and they are to become civil servants, just as you appoint people to northern office. That's what should happen with the dentists and the doctors who agree to go to northern Ontario. It simply has to be done.

The other thing I wanted to talk about briefly was the question of fire deaths. The minister may remember I was somewhat cynical about his program on smoke detectors which can hardly be regarded as fire protection. While a smoke detector is better than no smoke detector, it can hardly be regarded as a viable form of fire protection.

**Hon. Mr. Bernier:** I must defend that—

**Mr. Laughren:** I don't want to get into a hassle with you on smoke detectors because, as I said, they're better than no protection at all.

**Hon. Mr. Bernier:** You've come around a little bit.

**Mr. Laughren:** I suppose that we're a little tired of getting the crumbs from the table and we'd like a piece of the table. We may even take the whole table.

**Hon. Mr. Bernier:** We've come forward with a program that the people of northern Ontario wanted. UCANO wanted it.

**Mr. Laughren:** Sure, because they won't get anything else. Don't give me that line. I keep in touch with UCANO—

**Hon. Mr. Bernier:** No, no, no. They don't want handouts. If you're in touch with the UCANO group—

[2:45]

**Mr. Laughren:** I am.

**Hon. Mr. Bernier:** Go back and talk with them. They don't want direct handouts. They want to be involved and they want an education program.

**Mr. Laughren:** Are you saying they don't want fire protection?

**Hon. Mr. Bernier:** Oh yes, very much so.

**Mr. Laughren:** Then stop drawing a red herring in response to that.

**Hon. Mr. Bernier:** The quick and efficient prevention of human loss was our first concern. When I see the fire chief in the city of Toronto advocating that fire smoke detectors be placed in every home in the city of Toronto, it flags something for me.

**Mr. Laughren:** But they also have fire trucks in the city of Toronto.

**Hon. Mr. Bernier:** I know, but it is a point well taken.

**Mr. Laughren:** I'm sure they had fire trucks before they had smoke detectors. That's the point I am trying to make. Once again I'll lay a few statistics on you—not many. Thirty-eight per cent of the fire deaths in 1975 took place in northern Ontario, which has between 10 and 15 per cent of the population. Those are the latest figures I have. There were 277 fire deaths in the whole province—this is from the fire marshal's office by the way—and 106 of those were in the north. That is quite a bit.

We put it on a rate per 100,000 population and found that for the southern Ontario total there were 2.38 deaths per 100,000 population. For northern Ontario, there were 13.25 deaths per 100,000. So fire deaths occur almost six times as often in the north on a per capita basis. That is serious. The numbers are large. To have 106 fire deaths in one year in northern Ontario is serious.

If you look at some of the figures, it is not surprising that the highest level was in Parry Sound—not the number of fire deaths but the rate per population. The figure is 32.7. Keep in mind that the southern Ontario total is 2.38 per 100,000. So you have there a rate which is about 15 times the southern Ontario total.

Manitoulin had 29.38 fire deaths per 100,000 population. Kenora had 25 per 100,000. Nipissing had almost 22 per 100,000. Timiskaming had 17 per 100,000. And so it goes on.

We know there are some very difficult problems to overcome especially when you have very scattered rural populations. I understand that. But some established communities could have much better fire protec-

tion than they have because the numbers substantiate the need for fire fighting equipment. That is really what I am getting at. Even in southern Ontario, there are some rural dwellers who are always going to be very difficult to help in case of fire. But there needs to be more emphasis placed on that.

**Hon. Mr. Bernier:** Fire protection is a priority that we have set for the ICAF fund. We recently met with UCANO, and we are looking at ways and means of changing the present criteria and making them broader. We have asked UCANO to get out in the field and encourage those people to submit applications to us. Of the \$250,000 that was given to us last January, we expended something like \$235,000. We just had to go out and hustle because there was no organization—

**Mr. Wildman:** A lot of those communities still have the equipment, though. They have the money but they haven't been told how to use it because the fire marshal doesn't have enough people to go around.

**Hon. Mr. Bernier:** That's right. It is a problem. In fact we took funds out of ICAF to supplement the fire marshal's staff. When they were short of funds, we said "Here, hire these retired firemen on a part-time basis and go out and educate them."

Our northern affairs officer tells me we are now getting involved and making contact with those communities and trying to stir up community interest.

**Mr. Laughren:** Wasn't there a separate bill for that isolated communities assistance fund?

**Mr. Wildman:** Just an announcement.

**Hon. Mr. Bernier:** No, there wasn't a bill. There was just a program announcement.

**Mr. Laughren:** I remember getting into a debate in the Legislature.

**Hon. Mr. Bernier:** During the establishment of our ministry?

**Mr. Laughren:** No.

**Hon. Mr. Bernier:** When we talked about this particular bill?

**Mr. Laughren:** When we talked about this \$250,000 last year and \$500,000 this year, some kind of debate went on in the Legislature. Anyway it doesn't matter.

**Mr. Campbell:** Supplementary estimates, maybe.

**Mr. Laughren:** Yes, that is quite right. Supplementary estimates. I remember saying to you then—I expect people to remember my speeches from years gone by—



**Hon. Mr. Bernier:** I do.

**Mr. Laughren:** I remember saying to you: "Be careful we don't fritter away the \$250,000 last year and the \$500,000 this year on all sorts of little things so you will never be able to look back and say, 'There are substantial projects which we can be proud of because they came out of this fund and it justifies the presence of this fund' and so forth." I hope you keep that in mind because there is a danger that you become another Wintario operation.

**Hon. Mr. Bernier:** That's a pretty good program. If I can match Wintario, I'll be very pleased.

**Mr. Laughren:** I meant in terms of spreading it so that people wouldn't make a distinction.

**Hon. Mr. Bernier:** You have in front of you the list we did for 1976-77.

**Mr. Laughren:** Your estimates are a little bit misleading in the summary. Nobody reads them anyway, so I don't think it was done for political purposes. You show the increase in the budget from \$250,000 to \$500,000 when, in reality, one was for a short period of the year and the other was for a full year. So you have not increased your assistance to the unorganized communities in that fund. You have left it at the same rate.

**Hon. Mr. Bernier:** That was announced at the same time.

**Mr. Laughren:** That's correct.

**Hon. Mr. Bernier:** I just hope we can get the program and use up the \$500,000 this year. This is my concern. We are doing everything possible to look at the criteria so that we can make sure that the ICAF is used to the best advantage.

**Mr. Laughren:** There was a presentation to cabinet in June 1973. I don't know how I got this. It wasn't even in a brown paper envelope. It just showed up. It was a presentation to the cabinet by TEIGA and it was to deal with local government and services in northern Ontario. They were very specific and very direct and very blunt in their submission.

I won't read it. I am sure you are familiar with it. But they made some very specific recommendations, and I would hope you haven't forgotten those recommendations by TEIGA because I think it is incumbent upon your ministry to do something about those things. Your own people are saying that to you. Mr. Morpurgo may even have written it; I don't know. Weren't you with TEIGA then?

**Mr. Morpurgo:** Yes. But—

**Mr. Laughren:** I wouldn't admit it either.

Dealing with the unorganized communities—of which there are a very substantial number in the area I represent—there is still a sense the people don't know where to go, who to turn to. I don't think the presence of this ministry has yet been felt in those communities. The problem is—and Mr. Reid touched on it as well—that you have failed to establish those community councils. I think you are asking for trouble with the statute labour boards. I would rather see you get into those community council things rather than almost the model of Bill 102. The problem with Bill 102, of course, was that there was no guarantee of anything in it except that they would have to assess their own people for tax revenues. Naturally, the people in those communities were jumpy. It is perfectly normal that they would be jumpy. I think there needs to be a different approach.

I want to tell you that you have a job to do in defending some of those small communities from people like the Ministry of Transportation and Communications. Mr. Campbell knows. We talked very briefly about Sultan the other day; how MTC came in there and said to them, "You will form a local roads board and you will do it by such and such a date or you will get no road maintenance whatsoever this coming winter."

You walk into a community like that and hold a pistol up to them and say do it or else—and you know the kind of reaction you get? They'd tell you to go stick it in your ear.

**Mr. Reid:** Or where the sun doesn't shine.

**Hon. Mr. Bernier:** You'd get the same reaction if you put community councils in place.

**Mr. Laughren:** They would elect their own community councils.

**Hon. Mr. Bernier:** I have travelled north so much, and they have a fear of such a structure. I am telling you it is real.

**Mr. Laughren:** I recognize that too. I don't dispute that at all. I have been through some pretty hot and heavy meetings in some of those small communities. In some cases where I was trying to convince them to establish a community council—and not a full-fledged municipal organization but a community council—you would think I was trying to sell them down the river. You can't bludgeon them into accepting something like that. But I think if it can be seen that that's the way to apply for assistance from the different levels of government it might work. Because it must be impossible for the government. How does the government know who represents that community? In that same



community of Sultan they had two community organizations at war with one another. I don't know who you'd give a grant to. One was as legally constituted as the other. I don't know what you'd do.

Anyway, I'll end my remarks for the moment there, Mr. Chairman.

**Mr. Wildman:** I see in your list of major projects, you've got a number out of the regional priorities budget. They were obviously set before your ministry got into operation and you've just included them as part of the budget because it's now under your aegis. I'm looking at page 15.

I'm interested in how you decide on these projects in relation to the whole community development. For instance, there are a couple from my riding: one in Blind River, a sewage treatment plant. MOE has been talking about that for a long time and they have finally started to look at it and they've got a site going; they're having problems getting the site.

By the way, can you tell me what's happening with that site in Blind River? When are they going to get going or when are they actually going to have ownership of that site and get building?

**Hon. Mr. Bernier:** Andy, would you have the information on that point?

**Mr. Morpurgo:** The sewage treatment plant site?

**Mr. Wildman:** Yes.

**Mr. Morpurgo:** It should be completed next year.

**Mr. Wildman:** I know it should, but the problem is right now they can't get the land. The government still doesn't own it. There's some hold-up there. I'd like to know what it is.

**Mr. Morpurgo:** I'm not aware of what the hold-up is.

**Mr. Wildman:** Okay.

Further on that though, as it relates to the whole community, I understand the municipality would like to have the sewer lines extended to a number of parts of town that are not now serviced. I was told recently by somebody in MOE that it was on the Minister of Northern Affairs' desk and that it would be decided when the Minister of Northern Affairs made a decision.

**Hon. Mr. Bernier:** Andy, do you have a comment there?

**Mr. Morpurgo:** This dealt with a number of existing streets which needed—

**Mr. Wildman:** That's right.

**Mr. Morpurgo:** —replacement or extension of sewers. There was also a question of im-

proving one of the old trunk sewers. We felt that by providing the sewage treatment plant and the main trunk sewer connection the town could then proceed over a few years and do some of the smaller extensions on its own as it had labour and finances available.

Those extensions were not included in our negotiations with the town of Blind River at the time when we made a decision on the sewage treatment plant and the major trunk line. We agreed to pay for the TV inspection and the engineering on the existing sewers which might need some repair work, because there was little point in separating the engineering for the extensions from the engineering for the main. The extra expense would have been marginal, so the town would have the engineering plans for the extensions, and as they deem fit they can extend them, doing a few sections each year.

**Mr. Wildman:** Is it correct that MOE had ordered no further development of housing in certain areas of town until those extensions were complete?

**Mr. Morpurgo:** I'm not aware of that. I think MOE had prevented the town of Blind River from expanding in the absence of sewage treatment.

**Mr. Wildman:** That's right. Is it also correct that the town went ahead with some development anyway?

**Mr. Morpurgo:** I think the town got exemptions from MOE. I would have to check on that, but I think I remember that the town got exemptions from the Minister of the Environment to expand on certain sites in the expectation that sewage treatment would be available.

**Mr. Wildman:** That's a very nice way of putting it.

[3:00]

**Mr. Reid:** Andy has been around a long time.

**Mr. Wildman:** In relation to White River, which is listed here, it took a lot of arguments with the Minister of the Environment to persuade him to go ahead with the water and sewer there for the new part of town to enable the Abitibi mill to get into operation, because they needed water and sewers in order to provide housing for their employees. We finally got that agreement.

Now, however, we have a problem. I am told by the northern service of the Ministry of Health, by the local inspector who goes into that area, "Do whatever you can to get that water and sewer project expanded to the old part of town, because we've got a real

water problem in White River." The place is built in a swamp, and apparently there are very serious health problems there from time to time.

I understand the position of the Ministry of the Environment is that if the improvement district is willing to put up some funds, they would be willing to look at extension to the old part of town, because the treatment plant of course has the capacity to deal with the whole of the community. I'm wondering if you've been involved in any way with those negotiations so the whole town can be serviced at a price that the residents of White River can afford. After all, it's a very small community now. It's only about 700 people—a lot of retired people, a lot of pensioners from the railways live there.

**Hon. Mr. Bernier:** I'll let Andy give the details, but we were involved in the DREE negotiations. In fact, I think I signed the agreement with the federal government on providing those funds on a shared basis. Andy might want to follow up further on it as well.

**Mr. Campbell:** I guess that's the old CPR water system they have in the old part of town?

**Mr. Wildman:** That's right.

**Mr. Campbell:** We have that situation in many areas up in the north, as you know.

**Mr. Wildman:** I was just going to mention Missanabie as well.

**Mr. Campbell:** I could give you a few others, yes.

**Mr. Wildman:** That's close to your part of the country.

**Mr. Campbell:** It's going to take some time to clean up all those old situations. Environment's working on it and we're working on it. Quite frankly, we wouldn't have enough money in the next 10 budgets to solve all of the problems, because it tends to be pretty specialized.

**Mr. Wildman:** In White River right now they've got a very strange situation. You've got a system that is being put in to service a new part of town. Some of those lines actually run down old streets past existing houses and the people living in those houses have been told they can't hook up to the system.

**Mr. Campbell:** That doesn't seem to make much sense.

**Mr. Morpurgo:** I would doubt that very much.

**Mr. Wildman:** Well, it's correct. The fact is that it doesn't happen very often, but there is at least one street and I think two where

a line was being put into service a new apartment building being built by the municipality—it may not be built by the municipality, but it's being built on municipal land. In order to reach that building the line has to go down a street with existing housing and those people have been told they can't hook up with the new system, which is ridiculous.

**Mr. Morpurgo:** The only reason I can think of why they may not be able to hook up into a sewage system is if it's a force main. In that case it might be difficult to hook up.

**Mr. Wildman:** No, it's not technically difficult. That's not the problem. It's not the technicalities. It's the fact that they've been told they mustn't. I should use the word "may." My grammar is not what it should be. It's not that they can't—it's that they mayn't.

**Mr. Pope:** We have situations like that in Timmins. It's where a private developer is constructing a complete sewage disposal system, including the major trunk lines. We had a situation in Timmins where someone along an existing road could not hook in without paying a \$24,000 hook-up fee which was based on a frontage charge, and it had to be negotiated. So that happens.

**Mr. Wildman:** I would appreciate it if you would look into that.

**Hon. Mr. Bernier:** We'll look into it.

**Mr. Wildman:** Also look at the need for expansion to the whole of the town. You're getting second-class and first-class citizens in White River.

**Hon. Mr. Bernier:** I just want to make a point. You might question how we set the priorities with regard to the number of candidates we have for those funds. Very early after being established, we looked at northern Ontario and saw the economic problems. Of course, the emphasis had to be on job creation projects.

**Mr. Wildman:** Sure, that's why White River was important.

**Hon. Mr. Bernier:** Our emphasis is still there and will be there. Those services that provide jobs, not just on the short term, but on the long term, are going to get our emphasis because we think the priorities should be in that direction. There may be some areas or some programs that have to limp along on their present level with the emphasis being on economics and job creation. We hope to get the co-operation of other ministries too in this direction.

**Mr. Wildman:** We have a very similar situation in Missanabie which is close to the deputy minister's area.



**Hon. Mr. Bernier:** He is very good at looking after the northeast, I can tell you.

**Mr. Campbell:** My first girl friend was from White River.

**Mr. Wildman:** In Missanabie we've got a situation where another northern Ontario health inspector—this fellow is from Sudbury but he happens to go up to Chapleau and Missanabie—has said to me, "Do all you can to get water and sewer into Missanabie because there's a serious water problem there. I have had all kinds of complaints."

He goes in and finds there's a problem of the availability of water. There was a shortage of water at one time. Under the isolated communities assistance fund, it was suggested you might make an extension further into Dog Lake. That fell through for a number of reasons.

Austin Lumber appears to be polluting there, as are the inadequate domestic water and sewer facilities of the old CPR homes and so on. There is certainly a problem there and one that should be looked at.

**Hon. Mr. Bernier:** Under ICAF right behind the first priority of fire protection is a safe water supply for our communities. We have already assisted a number of communities with community wells and expansion of their present facilities.

**Mr. Wildman:** Were you involved in Wharncliffe on Highway 129 up toward Chapleau?

**Hon. Mr. Bernier:** That one went ahead.

**Mr. Wildman:** Yes, I know it did. I'm not going to talk about specific ones but I want to talk about overall programs and community development in general. Maybe what the government seems to be saying is the flagship of this kind of approach is the proposed Hornepayne development. We have had some correspondence on that and I have talked to you in the House about it.

**Hon. Mr. Bernier:** We didn't call the meeting.

**Mr. Wildman:** You informed me of that. The municipality hasn't really said one way or the other what happened there. Anyway, that's not important. What is important is that there appears to be some frustration in the community with the length of time it is taking to make a final decision on this. It started out with TEIGA and the Treasurer seemed to be the leading person in it. When your ministry was created you became involved. There was some reticence at the beginning from the Ministry of Education for probably some valid reasons. The Ministry of Housing has always been willing to go

along and is quite happy with it and other ministries are concerned.

How much more than you expected did the cost of the project come to when you got the estimates in? You were originally talking about \$7 million in total.

**Hon. Mr. Bernier:** The last figure I saw was \$10.4 million.

**Mr. Wildman:** Yes, I heard it was around \$11 million.

**Hon. Mr. Bernier:** What I said in the House was that we were putting in additional funds with CN, which brings our involvement up to about \$130,000—

**Mr. Wildman:** Yes, you told me.

**Hon. Mr. Bernier:** —to get on with that next stage of the design work so we can go to the trade and get a firmer figure as to what the total cost would be.

I fully accept the feeling of the community in regard to the frustration, because it's been dragging on. There've been studies, there've been reviews, and numerous meetings with all these various ministries. It's a very complex proposal with so many actors in the play and it's taking time. Once we get a firm figure then Hallmark will be able to come forward with something a little more firm. CNR will have to make a decision, as will the government, as to how far we're getting involved.

It's no secret that some of the other ministries are not rushing forward. They're coming in sort of kicking and screaming, saying they're not ready to put a new facility there because they have one there. It has a certain excitement to it, really it does, for northern development. I have to say that. I like the idea but I have to question whether we can really afford it.

**Mr. Wildman:** If it does look as if it's viable, are you looking to this kind of development in other isolated northern communities?

**Hon. Mr. Bernier:** I think we'd have to take this one first.

**Mr. Wildman:** During April and May the Hornepayne town centre development was touted as the sort of working paper for northern development in small communities. If this went ahead and was viable and worked out well this is what we could look for in other isolated northern communities. Is that a fair interpretation of what was said?

**Hon. Mr. Bernier:** It may be a bit premature to say that. It's taken off the concept of one that's been developed in Manitoba—

**Mr. Wildman:** That's right.



**Hon. Mr. Bernier:** —which seems to be flying quite well.

**Mr. Wildman:** There are some important differences in them.

**Hon. Mr. Bernier:** Oh, yes, there are. I realize that. I think it might be premature to say this would be a pattern, but certainly if it was carried along and the communities were leaning in that direction and it was successful, if you get this one off the ground, then I would be prepared to look at it and recommend it for other areas. There's no question about it. It think we'd have to check out the success of the Hornepayne experiment.

**Mr. Wildman:** When do you anticipate that your design studies or cost studies will be in? This spring?

**Hon. Mr. Bernier:** We hope to have the design work, or at least something to go to the trade with, early in 1978, because there's a certain time schedule that has been developed which would see the development, if the decision was made to go ahead, start early in the spring so that it could be closed in by late next fall. It's that kind of a crucial time-frame. CNR has expressed some immediate needs. There's no question about it, it wants to get on with something.

**Mr. Wildman:** One of the problems is that unlike a place like Geraldton, for instance, where you had the situation of a curling rink that was condemned by the Ministry of Labour, you have the same situation in Hornepayne but the repairs for the curling rink there have sort of been left in limbo, because people don't really know whether they should repair this facility or if they should go to another facility in the town centre or what. I now understand that that curling rink is not going to be included in the town centre.

**Hon. Mr. Bernier:** No, I didn't see the curling rink in it.

**Mr. Wildman:** There seems to be some confusion there on the part of the municipal authorities and the people involved with the curling rink as to what is happening there and, as a result, the needed repairs just weren't done.

**Hon. Mr. Bernier:** Ron was invited to Hornepayne at the meeting which the municipality set up, so he might have some comment to make on the curling rink setup.

**Mr. LeNeveu:** I think that question did come up during the meeting that was held.

**Mr. Wildman:** I wish I had been there.

**Mr. LeNeveu:** I think it was pretty well felt by all parties that the project is so com-

plicated that the addition of that particular element to the project would have made it just that much more difficult. There were some site problems as well, as to how you put a hall together on that particular site. So at the moment, as the project now stands and as the final design drawings are being completed, there is not a provision for the curling rink incorporated in the total project.

**Mr. Wildman:** Is Northern Affairs doing anything to assist the community with its problems with the curling rink, to sort of expedite the studies and so on that are necessary to improve it?

[3:15]

**Mr. LeNeveu:** Not at the moment, no. It's being touched upon, we've been trying to focus our attention on getting the project to that ultimate stage where it could go to tender and also to find ways and means of resolving within this government the various problems that particular ministry has had and to come to a consensus. That has been a challenge in itself.

**Mr. Wildman:** I'm sure it has. I would emphasize, as all of you northerners who are in this ministry realize, I'm sure, that curling is one of the major sports in northern Ontario's isolated communities and something that should be looked at, not necessarily for the town centre or for anything, but there is a problem.

One other thing on community development in regard to Blind River. I talked this morning to the Minister of Transportation and Communications (Mr. Snow) about the Granary Lake road. There was an announcement made on June 7 in Blind River by the Minister of Transportation and Communications in addition to the one about the nuclear plant, that at this time they were going to review their opposition to the building of the Granary Lake road or Highway 555 from Blind River to Elliot Lake. I've been trying since that time to find out what's happening with that review. I know it's related to the possibility of housing sites in Elliot Lake, the radon problem and the need for transportation between the two centres if Blind River becomes an alternative housing site.

I just want to emphasize that frankly, as far as I'm concerned, it's irrelevant, or largely irrelevant, what happens with site 2a in Elliot Lake. What's far more important is that we've got a lot of people living in Blind River who are commuting every day to the mines in Elliot Lake. We've also got a large amount of unemployment on the north shore in general. A shorter route between the two centres would certainly benefit Blind River and the whole of the north shore.

I'd like to know what's happening with the review on that.

**Hon. Mr. Bernier:** I think you're right in saying that MTC would do a further study. I guess that study is either completed or nearing completion. I think they're waiting for some—

**Mr. Wildman:** They're waiting for the Ministry of Housing.

**Hon. Mr. Bernier:** Yes, and the Ministry of the Environment—

**Mr. Wildman:** That's right.

**Hon. Mr. Bernier:** —to complete their public hearings on the Elliot Lake situation. That's the information I have here. The distance travelled wouldn't be cut that much, I'm told.

**Mr. Wildman:** It would be cut in half.

**Hon. Mr. Bernier:** Fourteen miles?

**Mr. Wildman:** It's now 40-some miles.

**Hon. Mr. Bernier:** Fourteen miles shorter.

**Mr. Wildman:** Forty-some miles and it would be, depending on the route chosen—That's the question; you haven't chosen the route—

**Hon. Mr. Bernier:** Route A or B.

**Mr. Wildman:** —it would be anywhere from 20 to 25 miles or it could be longer.

**Hon. Mr. Bernier:** Route A would be 22 miles and route B would be 24.2 miles, a saving of about 14 miles.

**Mr. Wildman:** It would also be a lot better road, even though MTC points out that it has improved Highway 108.

**Hon. Mr. Bernier:** Certainly if the public hearings or Environment say there should be a limited amount of development at Elliot Lake, it will necessitate this particular facility that much sooner.

**Mr. Wildman:** Okay.

The only other thing I want to bring up is that I have a question: Where do we bring up health services?

**Hon. Mr. Bernier:** Under community priorities. That's where we would do it.

**Mr. Wildman:** Okay. All right.

**Hon. Mr. Bernier:** We would do it. We would assist.

**Mr. Wildman:** In Dubreuilville, which the minister knows very well, in my riding, the distance to the nearest hospital is over 50 miles. It's a lumbering town. A lot of guys work in the bush with chain saws and in the mill with large equipment and saws. They do not have a nurse, and haven't since August. The Ministry of Health is attempting to interest people. It is advertising in Mont-

real to get a bilingual nurse to go there. So far it has been unsuccessful.

There have been a lot of accidents. A lot of people have needed medical attention, whether it be because of industrial accidents or recreational ones, especially last weekend when there was a big celebration and Henri Richard came to open a rink. I was there. We had a hockey game afterwards. Perhaps people were enjoying themselves a little too much, but there were a number of people hurt.

**Mr. Reid:** How were they hurt?

**Hon. Mr. Bernier:** A nice way to put it.

**Mr. Reid:** Watch out for falling bottles?

**Mr. Wildman:** It sounds funny, but it was quite serious at the time. There was one heart attack. It was very difficult to get the kind of attention they needed. They have to travel over a pretty rough road in an ambulance to get to a hospital. We need some kind of assistance there on an emergency basis even if the person is unilingual anglophone.

**Hon. Mr. Bernier:** Do they have the facilities there, the hardware?

**Mr. Wildman:** Yes. Well, the company has. They would like to have a clinic there. I am not asking for too much. I am just asking for emergency help, but if you would like to come up with a medical clinic and a doctor, I would be quite willing to hear that too. But at least, quite seriously, that is needed, as are dental services throughout the north. But if they have some difficulty getting a bilingual person, at least they should get somebody in there in the interim.

**Hon. Mr. Bernier:** There is a surplus of nurses.

**Mr. Wildman:** Well, you see, their problem is they have been trying to get a bilingual person, who is needed in a place like Dubreuilville, but at least in the emergency surely they can get someone in there who is unilingual.

**Hon. Mr. Bernier:** I am glad that the member for Nickel Belt has returned. I just want to make one statement on that particular problem, how difficult it is to get people to move to the north. If we do not have a positive attitude about what's going on in the north, you discourage those people from coming from the confines of the nice pleasant places of southern Ontario. So I would ask you all to join in the enthusiasm of Northern Affairs.

**Mr. Wildman:** Mr. Minister, I want to emphasize to you that people in northern Ontario generally are very, very positive,



because they have to live with the hardships that this government has perpetuated in the north. As a result, we all tend to be very positive.

**Mr. Laughren:** Just in regard to the minister's comments, I think I am going to be sick.

**Mr. Reid:** You won't be alone.

**Mr. Wildman:** Okay, just one other comment on that. We need dental services throughout the north. They have got dental people travelling around and it's helped. We have got people this year for the first time into White River and Dubreuilville.

**Hon. Mr. Bernier:** On the bus?

**Mr. Wildman:** Yes. But it would be better if we could have something on a more regular basis. There has been a proposal that some dentists from Sault Ste. Marie might be willing to fly in to some of these isolated communities in the area farther north, either through the municipalities, if there is one, or into unorganized areas, if they somehow could get some assistance in setting up equipment in those communities and in travelling back and forth. There have been some dentists in the Sault who have offered to do that, so that's something that the ministry could look at.

**Hon. Mr. Bernier:** Yes, we certainly could if there is somebody who would like to. I think I would be a little reluctant in an ongoing situation, but if we could put up some capital dollars for a one-shot deal—

**Mr. Wildman:** Oh, yes, to help them get equipment in there or something like that.

**Hon. Mr. Bernier:** Sure, we would be glad to look at that.

**Mr. Wildman:** I know they have been interested in Hornepayne and White River and places like that.

**Hon. Mr. Bernier:** That's a thing that we are interested in.

**Mr. Wildman:** Okay. There are a lot of other things, specific things, I can raise in relation to my communities, but have you had any input with the Ministry of Revenue perhaps suggesting that the mining companies could be paying more taxes—I don't mean mining taxes—their assessment, the municipal assessment contribution?

**Hon. Mr. Bernier:** We haven't got involved in that area as yet. Of course we are on that particular committee, the cabinet committee. That matter will in all probability be discussed in the service, but we haven't had any direct discussions on assessment as yet. As you know there was a major change some

time ago in regard to the assessment of surface facilities, smelters and this type of thing—

**Mr. Wildman:** Yes.

**Hon. Mr. Bernier:** —that made a major change. I think we all accept the fact that the mining industry is in trouble at the present time right across—

**Mr. Wildman:** Well, I can give you an example here in the improvement district of Balmertown, which I am sure you know of, where the residential and commercial mill rate declined in 1974 to 1975 and then went up nearly 100 per cent in 1976 and 1977. One of the reasons for that is the closure of the gold mine there.

**Hon. Mr. Bernier:** At Balmertown?

**Mr. Wildman:** Yes.

**Hon. Mr. Bernier:** There hasn't been a closure there for—

**Mr. Wildman:** Well, not a closure, a phase-out of some of the operations.

**Hon. Mr. Bernier:** That was closed out about three years ago. That's 10 or 15 years away. Cochenour Willans?

**Mr. Wildman:** For a typical home in Balmertown taxes were \$250 in 1975 and \$450 in 1977. That's a big increase in two years.

**Hon. Mr. Bernier:** I don't think there's a vacant house in Balmertown. There's a shortage of housing.

**Mr. Wildman:** I'm talking about the taxes there. Taxes have gone up from \$250 on a house in 1975 to \$450 on the same house in 1977.

**Hon. Mr. Bernier:** Balmerton is a model little community in the north. There is no question about it. It is very pleasant.

**Mr. Wildman:** I'm not arguing about that. I'm just wondering what can be done about this increase in taxes. There is the situation where the provincial government's policy on taxes prohibits a company from deducting as business expenses contributions they might make to community activities like recreational facilities.

**Hon. Mr. Bernier:** That is an area the committee is looking at right at the present time.

**Mr. Wildman:** That is something that would be interesting to look at. Property taxes at Red Lake have gone up six per cent in 1977. That's a lot less when you compare it to the other. In Red Lake, the average property tax is \$275.

**Hon. Mr. Bernier:** Red Lake district has local autonomy.

**Mr. Wildman:** Yes, but what I'm saying is it is much better than Balmertown. I just



don't understand the reason for the difference and what can be done to deal with the problems of communities that are based on resources that perhaps aren't getting their share of assessment taxes. At least, if that's not going to be done, there is nothing being done to encourage the companies to help produce or set up facilities at little or no cost or low cost to the municipality or the community so that the community wouldn't have to pay for it itself.

**Hon. Mr. Bernier:** I share your concern with regard to the social benefits that industry has been providing to the mining communities. When there was a change in the processing allowance that encouraged those mining companies to process north of the French River, a 30 per cent processing allowance, the trade-off was that social development write-off would be the trade-off. I made my point very clearly to the Treasurer (Mr. McKeough) and to the Minister of Revenue (Mrs. Scrivener) that the processing allowance is great for the major mining companies, Texasgulf, Inco, Falconbridge and Noranda, which would possibly develop a processing plant in the north. But honestly, I can't see New Dickenson Mines developing a processing plant in Balmertown. They produce gold. I don't see them producing gold but-tons really.

**Mr. Wildman:** I wasn't talking about that.

**Hon. Mr. Bernier:** I'm just arguing to put my point across, that I don't see these smaller mining companies getting the benefits of this shift. The hardship is coming to the smaller mining communities. South Bay Mines is a typical example where the mine company actually provided the recreational hall and all the amenities in that community. They'll never do any processing in the north. There's no question about that. It's not that big. The smaller companies are being penalized and many of our smaller communities are being penalized.

**Mr. Wildman:** Just to follow through with this, I understand in Red Lake where the taxes are lower they've got a problem with some of the mobile home parks there in that rentals are going up to \$105 a month next year from \$85 a month now. Griffith Mine, which is owned by Stelco, has been paying a subsidy to the owner of the trailer park. Apparently, because of provincial government tax policies, Stelco is going to discontinue this subsidy. That's the reason the rentals are going up there.

Also in Ear Falls there have been complaints about the poor condition of the Griffith-owned mobile homes in the major

mobile home park there. There are things like inadequate insulation, which means high Hydro bills, so they are being penalized twice. There are smoke detectors that don't work; doors that freeze and won't shut or freeze shut and can't open from the inside; leaking roofs and generally shoddy construction.

[3:30]

I understand the United Steelworkers of America have tried to do something about this in bargaining, but without much success. It seems to me that something has to be done to improve housing in those two areas, even though obviously the taxes aren't the problem that they have in the other community, but certainly the cost of living is there, and the type of living that the people are having to put up with is not adequate.

If it is because of provincial tax policies that the cost is high, or that the homes have not been repaired or insulated adequately, then I think something should be done about it, and I hope your ministry would look into it.

**Hon. Mr. Bernier:** I don't know how far we can go in correcting the insulation problem in a mobile home.

**Mr. Wildman:** No, the point I am making is that Stelco is not going to continue the subsidy it has been making because of its tax situation. This means in one case the rent is going to increase to the individual person or family living there, and in the other case, without the subsidy I wonder if Griffith Mine is going to do the repairs that are necessary.

Perhaps you should be looking at the whole question of the tax system as it relates to that subsidy by Stelco, and also on how well the Landlord and Tenant Act is being enforced in isolated places like these communities. A lot of people perhaps don't know their rights under the Landlord and Tenant Act. Certainly they have the right to have these homes repaired and be assured that the landlord keeps them in good repair without penalizing them because they demand it, and telling them the place will be closed or that they can't rent the home.

**Hon. Mr. Bernier:** Griffith Mine does have 100 housing units in Ear Falls, and there is a surplus of serviced lots in Ear Falls. I can tell you that those 100 units are first class. I have been in many of them myself. The mobile home units are something else.

**Mr. Wildman:** The mobile home units are the ones I am talking about.

**Hon. Mr. Bernier:** That is something that perhaps the union could take up.

**Mr. Wildman:** I have a letter here from the union, and it hasn't been that successful.

**Hon. Mr. Bernier:** Our northern affairs officer is in Ear Falls on a regular basis and able to help the local people with regard to programs.

**Mr. Laughren:** How many of those homes did you say you had been in?

**Hon. Mr. Bernier:** I visited every one of them, because when I campaign I knock on every door.

**Mr. Wildman:** Would it be possible, then, for your northern affairs officer to get in touch with the president of the local there to see if something could be done to ensure that these homes are kept in adequate repair? Something could be looked at, too, by the cabinet, on this whole question of why Stelco is determined to discontinue a subsidy that it has been paying up to now, which will mean that the rent will go up a great deal. If it is because of some kind of tax problem with your tax policy, then I would like you to take a look at it.

**Hon. Mr. Bernier:** If it will be of any help, we will.

**Mr. Bolan:** I have several items here under vote 902, Mr. Minister. The first one has to do with a problem that you know has existed in North Bay for some time, and that has to do with the DREE funding. I understand there was a meeting last Wednesday with Mr. Lessard, the federal cabinet minister in charge of the DREE program.

As you know, North Bay at one stage—I believe it was two years ago, in 1975—was on the verge of getting anywhere between \$9 million and \$10 million in DREE funding. In fact, I even saw the agreement which was written up between the federal and provincial governments. The federal government was prepared to put in its share, and the province reneged on it, for reasons that apparently there was an overrun in the Thunder Bay project under DREE funding, and it diverted funds in that general area.

What I would like to know is where do we stand now with the DREE funding for North Bay? I would also like to know if anything materialized from your discussions with the federal minister last Wednesday. It's a project that is very sorely needed in North Bay. People seem to talk just about Sudbury with its layoffs. Over the past four months, approximately 600 to 700 people have been laid off in the North Bay area. These are people in industries which are directly related to the mining industry. I speak of Jarvis Clark and Canadian Longyear. The Johns-Manville

plant is going to close down unless they can find a purchaser for it. That's the problem they're having right now. I raise this to point out to you how important it is to this community to get industrial services in there.

**Hon. Mr. Bernier:** I'm hopeful that something can get started in the next fiscal year. This was a very high priority in our discussions with Mr. Lessard. We indicated that we want to get on with the North Bay program. There is still a question that has to be sorted out on the total dollar figure. I think \$16 million was the figure that we tossed around.

**Mr. Bolan:** There is more than one package.

**Hon. Mr. Bernier:** Yes.

**Mr. Bolan:** The mini-package is \$10 million and then there is the Cadillac package which is about \$16 million.

**Hon. Mr. Bernier:** They're looking at a package of around \$7 million or \$8 million. Then there is the problem of the city borrowing \$2.5 million. Can they do it despite the OMB problems which you are very much aware of?

**Mr. Bolan:** That's right.

**Hon. Mr. Bernier:** The overpass and the interchange are causing us some problems. So those discussions are very active right now.

**Mr. Bolan:** I take it that there are discussions under way with respect to programming and hopefully we'll see it in the fiscal year 1978.

**Hon. Mr. Bernier:** Right. It's no secret that we have already singled out North Bay as one of the areas that will be a top priority in our sorting out of the various candidates.

**Mr. Bolan:** I met with you and with the people from Sturgeon Falls some two months ago with respect to their water system. You wrote two or three weeks ago, informing me you were prepared to proceed with the pre-engineering. That's \$130,000.

**Hon. Mr. Bernier:** It's \$130,000, right—yes.

**Mr. Bolan:** We were quite pleased to see that. I think it shows that in that area you're moving in the right direction. When can you anticipate the rest of the program coming on stream? Also, I don't know whether or not the question of refunding for that area was discussed as well.

**Hon. Mr. Bernier:** Yes, that's a point I want to make very clear. I am going to send a copy of the DREE letter that I received very recently indicating that they were not interested in doing anything for Sturgeon



Falls. This came as a bitter disappointment to me.

**Mr. Bolan:** I'm surprised to hear that.

**Hon. Mr. Bernier:** There's an individual you might want to talk to in your area.

**Mr. Bolan:** Yes, I'll call and bend his ear.

**Hon. Mr. Bernier:** In fact, I'll send you a copy of the letter.

**Mr. Bolan:** I'd like to see it.

**Hon. Mr. Bernier:** I will make sure you get a copy of the letter.

**Mr. Bolan:** I'd like to see that. I will bend that individual's ear.

**Hon. Mr. Bernier:** I would just like to put on the record, a letter we received from Sturgeon Falls following a meeting there with the deputy and members of the staff. It goes on, "Thank you very sincerely for your visit to our municipality. Our councillors and mayor were most pleased with the meeting, especially the honest answers you gave us. I can assure you that this meeting was most beneficial to us."

**Mr. Reid:** What? You'd better read that line again.

**Hon. Mr. Bernier:** "To be very honest, your sincerity and genuine concern for our problems really astonished us. I can safely say—"

**Mr. Reid:** They've met you before.

**Mr. Laughren:** Stop there. Don't go any further.

**Hon. Mr. Bernier:** Let me finish. I want you to hear more.

"I can safely say that this was the best meeting I have ever attended. I have since had the opportunity of providing information to other branches of our provincial government, proving to us again that when you say you will do your best you really mean it. I have had the opportunity to discuss certain matters with Mr. Ormerod and Mr. Lupton, and I can assure you that the co-operation we seem to be getting from these people is just fantastic and we really appreciate their help. We are not used to receiving so much co-operation from government officials."

Those are the kinds of letters we're getting.

**Mr. Reid:** All the time.

**Mr. Laughren:** That you like to receive.

**Hon. Mr. Bernier:** They discussed such issues as the Sturgeon Falls waterworks, the industrial park and fire protection.

They wind up their letter by saying, "We just wish more ministries would adopt your line of action. Any member from your ministry will be most welcome to attend our meetings on a regular basis."

**Mr. Laughren:** Did your staff bring that letter to your attention?

**Mr. Bolan:** I can assure you that the Sturgeon Falls community is on the verge of being a disaster area because of the unemployment that's going on there. There have been more shutdowns in the Abitibi plant, and you have to remember that the Abitibi plant provides one-third of the tax structure for the town of Sturgeon Falls, so as Abitibi goes, so goes the town of Sturgeon Falls.

**Hon. Mr. Bernier:** I have to say that I was most impressed with the meeting we had with you and that group. I liked their positive attitude.

**Mr. Laughren:** Leo, answer one question for me.

**Hon. Mr. Bernier:** I think I'm wearing that word out.

**Mr. Laughren:** Do you smile when you bite on a bullet?

**Mr. Bolan:** We might want to get on to another area—

**Mr. Wildman:** The world may be coming to an end but let's be positive.

**Hon. Mr. Bernier:** That's right.

**Mr. Bolan:** This has to do with the telephone system, which I understand is under the jurisdiction of the Ontario Northland Transportation Commission, in the Tilden Lake and Marten River area. It's my understanding that there are funds provided for 1978 for changing the system which they now have, and I would like to get more information.

The system which they now have is one where you may have as many as seven or eight lines hooked on to the same number—two businesses, a pay phone and other sundry lines like that. People simply will not transact business on the phone.

**Hon. Mr. Bernier:** That point was brought to my attention most forcibly at the NOTO convention. I understand now the secretary-general for NOTO resides at Marten River. He complained bitterly that he had to use the old magneto system, the old crank, this type of thing, and I indicated to him that we would expedite our efforts to improve that system.

**Mr. Clifford:** That work is under way now and it should be rectified by next fall.

**Hon. Mr. Bernier:** I'm very pleased to hear that. That's another positive accomplishment.

**Mr. Bolan:** Is that in Marten River and Tilden Lake?



**Mr. Clifford:** Marten River and Tilden Lake. It's a \$500,000 capital project in Marten River and Tilden Lake.

**Mr. Bolan:** Great. It will be completed when?

**Mr. Clifford:** I'm not too sure. I think it's around October 1978. I can give you the actual date later on.

**Mr. Bolan:** I see. Okay, there's another point, again dealing with water. These communities in northern Ontario that were created 40 or 50 years ago have to have the water systems changed now and the cost is just unbelievable. These systems can't last forever. They have to be renewed and replaced, and you're looking at incredible sums of money. However, not far from Sturgeon Falls is another small community called Field, Ontario. Have you been in Field?

**Hon. Mr. Bernier:** I know of it, but I've never been there.

**Mr. Bolan:** You know of it. It has a water problem. There are about 200 families in Field, and it's a small lumber community. Field Lumber Limited there hires about 75 to 77 people, and the community has a very real, serious water problem. The Ministry of the Environment was involved in testing the wells this year, and I understand the results have not come back. I think they're holding them back simply because the results are rather disastrous.

I don't know if your ministry is plugged into Field, or whether you've had any inquiries from the Ministry of the Environment or any other ministry.

**Hon. Mr. Bernier:** I haven't been aware of any direct contact, but there may be somebody here who has.

**Mr. Campbell:** I met with the West Nipissing Municipal Association, which includes Field—

**Mr. Bolan:** Oh, yes, right.

**Mr. Campbell:** —and it didn't raise that issue. Herb, they haven't raised that with you?

**Mr. Aiken:** No, they haven't.

**Mr. Campbell:** We'll check into that, though.

**Mr. Bolan:** Okay, could you please? There's one final area that I'd like to get into, not so much for information; it's more along the lines of a general complaint, I suppose.

**Mr. Wildman:** Be positive.

[3:45]

**Mr. Bolan:** East of North Bay within one mile of the Quebec border are two small communities called Eldee and Thorne. There may be about 110 families in that area, 60

per cent of whom are elderly people on pensions. They live there because it is inexpensive and they have homes there. They have been there for a number of years and they are not about to move. However, being elderly they have to come to North Bay every now and then for medical checkups, doctors' appointments, and what have you. The only way for them to get there is by a bus that passes through at 3:15, arrives in North Bay at 4 and returns at 4:15. So they just can't do it.

**Hon. Mr. Bernier:** Who operates the bus?

**Mr. Reid:** Speedy Gonzales.

**Mr. Bolan:** The line which comes down from Rouyn and Ville-Marie to Timiskaming and then crosses over—Colonial—

**Mr. Clifford:** Voyageur.

**Mr. Bolan:** Voyageur. And there is simply no way for these people to make connections to get to North Bay. As a result of which, some of them have to take cabs to North Bay that cost \$15. I have checked with the Ministry of Health and there are no facilities available for these people through any of their programs. Is this not an area that your ministry could look into? Some of these people have to make that trip every week.

**Hon. Mr. Bernier:** Sure, I would take the responsibility to look into that and check with Voyageur to see if they can alternate or change their schedules at least one or two days a week to provide those areas with that type of service. There may be some reasons why they are doing it.

**Mr. Bolan:** There could be.

**Hon. Mr. Bernier:** But we will look into that. That is an area of concern.

**Mr. Reid:** Are we on 903 now, Mr. Chairman?

**Mr. Chairman:** No, we are on 902.

**Mr. Wildman:** I would like to know when you expect your final report on the isolated communities assistance fund—the report that those two fellows were preparing for the possible expansion of it. You told me in the House it would be a couple of weeks.

**Hon. Mr. Bernier:** We will be ready to make a policy statement early in the new year.

**Mr. Wildman:** Okay, in the new year some time?

**Mr. Laughren:** That means the middle of February or early March.

**Hon. Mr. Bernier:** Yes, it could be; earlier we hope.

**Mr. Wildman:** You know, places like Montreal River Harbour have had their money for a long time but they haven't been able to

spend it because they don't know how to spend it.

**Hon. Mr. Bernier:** That's unusual for a government.

**Mr. Wildman:** Yes, but what about the question of liability in cases of fire? If somebody breaks down the door trying to help save the people in the house and afterwards the owners say it wasn't necessary. Is that going to be dealt with?

**Hon. Mr. Bernier:** Yes. We looked at that. We are looking at that particular area. Also the Workmen's Compensation Board aspect with regard to volunteer fire departments.

**Mr. Campbell:** We have those problems worked out. We have been working with the fire marshal and the WCB on this.

**Mr. Wildman:** Is that report going to expand the terms of reference to deal with communities that are a little closer to municipalities than the criteria defined?

**Hon. Mr. Bernier:** I think you will like what we come up with.

**Mr. Wildman:** All right, Hawk Junction and Aweres Township are waiting.

Vote 902 agreed to.

On vote 903, regional priorities and development program:

**Mr. Reid:** I am particularly concerned about the northern roads program. I presume the booklet we have been provided with gives all the projects that are going to be under way. I've got two comments. One is that I am a little disappointed that there isn't any work being done around the Atikokan area. I know you are working west from Shabagua Corners but that area has a particularly bad stretch of road for 20 miles east from Atikokan. I have another concern, and I wrote the minister a letter on this some time ago. He indicated to me that this ministry would be doing something on Highway 599 from 17 north. I see by the book that there is a total of eight miles prime and surface treatment, secondary Highway 599 westerly, and I'm not quite sure whether that is—

**Hon. Mr. Bernier:** No.

**Mr. Reid:** I'm looking at page 87.

**Hon. Mr. Bernier:** Page 87? This is last year's construction program.

**Mr. Reid:** Well, I'm interested in next year.

**Hon. Mr. Bernier:** Next year is the one that I spoke to you about and, in response to that question, I indicated we would be doing work from Ignace to Mattabi Mines.

**Mr. Reid:** Do you have any idea how much is going to be spent?

**Hon. Mr. Bernier:** I have no idea. But it has a high priority with us. It's 52 miles.

**Mr. Reid:** So all you can tell me is that something will be done.

**Hon. Mr. Bernier:** Something will be done.

**Mr. Reid:** Starting next spring?

**Hon. Mr. Bernier:** Yes. And in the Atikokan area I have seen already there will be an additional program, it's starting to take shape. Is there a bridge at Atikokan that has to be replaced in that area?

**Mr. Reid:** Yes, in the town itself. But I am talking about the highway because it is in bad shape 20 miles east of the town.

**Hon. Mr. Bernier:** And I can assure there will be some resurfacing work on Highway 11, too. To what extent, will be worked out. But those areas have a priority with us in a road construction program.

**Mr. Laughren:** I am glad the deputy minister is here because he will know—I think the minister will too—the road I want to talk about. This road has been over the years a private road that runs between Sultan and Highway 144, called the Ramsey-KVP-Sultan Road or what you will.

**Hon. Mr. Bernier:** Refer it to my expert from northern Ontario.

**Mr. Laughren:** I haven't been up there for a month now but last time I was up the gates were still up. I am wondering, when are the gates coming down so we can have access through there? It was supposed to be just the kinks left to be worked out, since July the kinks were being worked out.

**Mr. Campbell:** We are looking at that. I use that frequently.

**Mr. Laughren:** Yes, I do too and it saves—

**Mr. Campbell:** One hundred miles.

**Mr. Laughren:** Yes, 100 miles less than going around the other way. I understand the arrangements are virtually completed. It was just a case of working out an arrangement with Eddy Forest Products at Ramsey as to the subsidy and maintenance of the road and all that sort of thing. It had to be partially private in order to avoid their putting licences on their trucks and so forth.

**Mr. Campbell:** There's also a question of liability.

**Mr. Laughren:** Yes. I would appreciate a response on that.

Secondly, the minister I believe has a copy of an open letter which was signed by six erstwhile MPPs from northern Ontario.

**Hon. Mr. Bernier:** There should be seven.

**Mr. Laughren:** Who is missing?



**Hon. Mr. Bernier:** You missed the most affected member in that area.

**Mr. Laughren:** You missed the word "erstwhile." The point we are trying to make in the letter is that there is not going to be the saving there we are being led to believe, because of the stopover in Toronto and the costs involved there. What we were trying to say to you is for heaven's sake leave that service there, give it a chance to prove itself. Do some proper promotion of the service and perhaps you won't need to discontinue it. We think it is premature and that until it has been properly investigated and given a proper chance, properly promoted, that you have an obligation to leave that service in place.

**Hon. Mr. Bernier:** I think in answer to that, the level of passenger service and capacity is down to about 23 per cent. I think it will increase during the Christmas holidays, no question about that. The feeling of the commission, and certainly the north-east action group which is representative of all the mayors of northern Ontario—in fact the mayor of North Bay was at the meeting, he sat beside me and never said a word.

**Mr. Bolan:** That's probably because he can't read.

**Hon. Mr. Bernier:** They strongly advocated we cut back on this because it may put the whole extra service to the northeast in some jeopardy and they don't want that to happen.

**Mr. Laughren:** How would it put the service in jeopardy?

**Hon. Mr. Bernier:** Because of the high cost of operation. The original idea was to put that service on as an extra.

**Mr. Laughren:** Could I ask you one question?

**Hon. Mr. Bernier:** Sure.

**Mr. Laughren:** I didn't mean to interrupt. Do you know or have you been given the number of dollars that will be saved? Have the points been taken into consideration which we raised in our open letter to you dated today?

**Hon. Mr. Bernier:** The dollar figure?

**Mr. Laughren:** Yes.

**Hon. Mr. Bernier:** I know the bodies. We were concerned about the number of bodies.

**Mr. Laughren:** I appreciate that. In terms of the layover costs in Toronto—hotel, meal costs, layover pay and all that—when all those things have been considered, do you know what the dollars would be?

**Hon. Mr. Bernier:** The commission looked at that very carefully. This recommendation

has been around for some time as you well know.

**Mr. Bolan:** Since September 14.

**Hon. Mr. Bernier:** They held it off hoping to get more information and they still came back to it at a further meeting in Timmins. I would hope as northeastern Ontario members, with all due respect to your colleagues sitting over there on the other side of the river, you would get on to the CNR and say: "Look, we're not getting any subsidy on the Toronto-North Bay run on those losses; and also the \$13-a-mile figure is just absolutely ridiculous."

**Mr. Bolan:** By the same token, you knew when you bought those trains your price was going to be \$13 a mile. Why didn't you negotiate it before you got into that?

**Hon. Mr. Bernier:** The trains were there and they wanted to get into operation.

**Mr. Bolan:** Isn't it like buying a pig in a poke?

**Hon. Mr. Bernier:** Surely after six months we can sit down and work out something that's reasonable, especially when the CNR quoted their cost at \$5 a mile. This is the annoying part. MTC has been carrying the load for us because it knows federal-provincial negotiations. They've been very active in trying to get the CNR to the table to get some reason into those costs.

**Mr. Laughren:** Because of the time I'd like to ask one final question. Are you happy with the amount of money that's going to be taken out of your regional priorities budget to be spent on Minaki Lodge?

**Hon. Mr. Bernier:** Yes, I am. I'll defend Minaki Lodge for the 250-odd jobs that will be provided there.

**Mr. Laughren:** How much of this budget will go toward that?

**Hon. Mr. Bernier:** There's nothing in this budget, but there is \$300,000 or \$370,000 earmarked for next year to get on with the work so they can complete it. I would encourage every member in this room, and every member on this committee, to go up to Minaki Lodge and see it. Don't just stop at the gates.

**Mr. Laughren:** That's an interesting point.

**Mr. Pope:** I was there.

**Mr. Laughren:** That's really mean, that's a low blow.

**Mr. Wildman:** I thought every Tory from northern Ontario had seen it.

**Mr. Laughren:** Do you know what you should do? You should reintroduce that



northern Ontario tour for members and that could be one of the stopovers.

**Hon. Mr. Bernier:** Let me tell you something on that point. At the Speaker's dinner last night, from the class of 1967 the member for Sudbury East (Mr. Martel), the member for Rainy River (Mr. Reid) and myself were delegated as a committee of three to look into a northern tour.

**Mr. Laughren:** I think you ate too well last night.

**Mr. Wildman:** Certain members did.

**Mr. Laughren:** Oh, very good. I didn't know that.

**Hon. Mr. Bernier:** We'll get together on that. Your suggestion is a good one, it really is.

**Mr. Wildman:** Are you positive?

**Hon. Mr. Bernier:** Yes, we'll make sure you get to the lodge.

**Mr. Bolan:** We're running short of time and I just want to say as an individual and as a member of the Legislative Assembly I was really disappointed yesterday, believe me. I can assure you the people of North Bay are extremely disappointed. We don't feel we got a fair chance to see whether or not the system was going to run properly. How can you say that the system is going to run properly when you only give it six-months operation?

**Hon. Mr. Bernier:** A lot of people are getting the impression the Northlander is not operating, but it is.

**Mr. Bolan:** I realize that.

**Hon. Mr. Bernier:** Some people are saying we're taking off the train completely. This is not correct.

[4:00]

**Mr. Bolan:** No; and I've been quite careful to point out that what is being taken off is the extra run.

**Hon. Mr. Bernier:** That was not an easy decision.

**Mr. Bolan:** I'm sure it wasn't.

**Mr. Laughren:** You are living with it all right, though.

**Mr. Bolan:** The member for Timiskaming (Mr. Havrot), I think he has the honorary title of Minister of Indian Affairs.

**Mr. Laughren:** That's mean too.

**Mr. Bolan:** Well, he does.

**Hon. Mr. Bernier:** We're not ending on the Christmas spirit, fellows.

**Mr. Bolan:** He mentioned yesterday it's impossible for that passenger service to make

money based on the fact that it costs some \$2,000 for every run, based on the mileage and what have you. You can only have about 114 passengers on the train so it's impossible to make any money out of it. The fact is I don't know of any rail passenger service in the world that makes any money, it's not designed to make money. What I'd like to know is what is the saving, on a monthly basis, by cutting out that particular run?

**Hon. Mr. Bernier:** About \$150,000 a month.

**Mr. Bolan:** Is it a month?

**Hon. Mr. Bernier:** Yes.

**Mr. Bolan:** I got the figure of \$65,000 to \$70,000.

**Hon. Mr. Bernier:** I was surprised when I saw that figure, and I don't know where it came from. I saw it in the paper, the *Globe* and *Mail*: Our figure is about \$150,000, \$450,000 for the next three months; so it's a substantial sum.

**Mr. Bolan:** Of that sum of \$150,000 a month, how much of the repairs and maintenance of the Northlander is charged to that? My information is that that train, when it goes into the shop on Wednesday, is there for 24 hours and they've got to keep working around the clock on it. Maybe you've really bought a crock of nothing. I understand when you bought them they had been in mothballs for two or three years and now you're really having lots of mechanical problems in making the train operate. The big part of the cost is not so much the lack of funds being generated by not enough passengers running on it, but the high maintenance cost of the train repairs. Have you got figures on that?

**Hon. Mr. Bernier:** We have a figure here for the maintenance on the North Bay-Toronto run at \$113,000; crew and fuel costs, \$71,000; and dining car service, \$100,000—for a total of \$284,000. On top of that, if you put the overhead and operating costs at \$13 per mile, we're looking at another \$2,102,000.

**Mr. Bolan:** So the maintenance cost for the North Bay-Toronto run was \$113,000?

**Hon. Mr. Bernier:** Yes.

**Mr. Bolan:** By maintenance you mean the day-to-day service of it?

**Hon. Mr. Bernier:** Yes, the day-to-day service of it.

**Mr. Bolan:** Is there anything wrong with the train that it requires that much maintenance?

**Hon. Mr. Bernier:** No, not at all.

**Mr. Bolan:** How does that compare with

another kind of train service in terms of the cost of \$113,000 a month?

**Hon. Mr. Bernier:** The Toronto-Timmins run is \$466,000. I'm not against subsidization for passenger service, but I have to say to you the North Bay area is well serviced. The North Bay-Toronto run is a CNR responsibility and all we're asking is consideration from that organization to assist us in the exorbitant costs. Let me put it this way; would you sooner have the \$400,000 provided on the Toronto-North Bay run or do you want to put it in Iroquois Falls, Sturgeon Falls and those areas?

**Mr. Bolan:** Oh no; that's not fair.

**Hon. Mr. Bernier:** That would not be fair?

**Mr. Bolan:** That's not a fair comment; isn't that figure excessively high for the maintenance of that train? You mentioned \$450,000 a month for the Timmins to Toronto run?

**Hon. Mr. Bernier:** Four hundred and sixty-six thousand.

**Mr. Bolan:** Four hundred and sixty-six thousand now?

**Hon. Mr. Bernier:** That's for a year.

**Mr. Bolan:** Oh, that's for a year?

**Hon. Mr. Bernier:** Yes, that's for a year.

**Mr. Bolan:** There's another figure in here in the estimates I'd like to question.

**Hon. Mr. Bernier:** I should get your name on this letterhead.

**Mr. Laughren:** It's too late.

**Mr. Bolan:** This has to do with the rental payment by Ontario Northland Transportation Commission.

**Hon. Mr. Bernier:** You mean UTDC.

**Mr. Bolan:** UTDC, right.

**Hon. Mr. Bernier:** That's \$1 million a year.

**Mr. Bolan:** Per train?

**Hon. Mr. Bernier:** For the full four units. That's for a period of what, four or five years?

**Mr. LeNeveu:** Five years, five annual payments.

**Hon. Mr. Bernier:** Five annual payments of \$1 million each.

**Mr. Bolan:** I see.

**Hon. Mr. Bernier:** So you will see it there again next year.

**Mr. Bolan:** Is that where you get that figure? This is on item 6, rail and ferry services; you have on the bottom, "Transfer payments Ontario Northland Transportation Commission \$4,235,000." What is that?

**Mr. LeNeveu:** Perhaps I could touch on that. It comprises three elements: the Tobermory Ferry, where there is a marginal profit expected; 100 per cent of the loss on the Moosonee rail line, which is estimated at something in the order of \$2,300,000; and the loss on the Kapuskasing night train, which was \$2.8 million. The composite of those is the amount you see before you in the estimates, totalling \$4.235 million.

**Mr. Bolan:** Incidentally, what is the position of the Ontario Northland Transportation Commission with respect to the application by VIA Rail for its services? Where do you stand on that?

**Hon. Mr. Bernier:** As you know, VIA comes into being on April 1, 1978. ONTC, as I understand it, is working very closely with the VIA people, looking at the overall transportation policies. I have to say that as a government we are not happy with the passenger rationalization program that it has come forward with as it relates to northern Ontario. I have said publicly that if there is an area of Canada that got shafted in this whole deal it was northern Ontario. There is no question about it. I have made this very clear to the federal authorities, and I have asked the northern federal members to join with me in expressing that same opinion.

Many areas will be denied the service they have enjoyed over the last several years. That will be watered down and will deteriorate considerably. We will be moving in the weeks and months before us, working closely with the VIA people on the rationalization of services to the northeast. We have a commitment to the northeast; we have a facility, and we are going to have our presence there.

**Mr. Bolan:** A decision has been made by the CTC with respect to VIA Rail that the passenger service centre be in Sudbury.

**Hon. Mr. Bernier:** Yes.

**Mr. Bolan:** The city of North Bay has appealed that decision to the commission itself, and failing that it will go to cabinet. The city has hired legal counsel as well as professional assistance in coming up with the figures to help it out in its appeal. I would like to know what the ONTC's position is with respect to the passenger terminal being in North Bay and whether it would support it?

**Hon. Mr. Bernier:** I don't know if we would have a firm position with regard to Sudbury. That is ONTC's responsibility. We have facilities at North Bay—

**Mr. Bolan:** Which we are sharing

**Hon. Mr. Bernier:** Yes. We obviously would like to continue the sharing arrangement.

**Mr. Bolan:** Wouldn't it be, though, to the advantage of the ONTC if you did support North Bay as being the passenger service centre on the runs going west?

**Hon. Mr. Bernier:** I wouldn't mind discussing that with the commission members, really I wouldn't.

**Mr. Bolan:** Would you, please?

**Hon. Mr. Bernier:** Yes, I will. There may be some advantage to them, and I will certainly take your suggestion to them.

**Mr. Bolan:** All right. One final item: What about the Nipissing Central Railway, what is it doing?

**Hon. Mr. Bernier:** I've never heard of that one.

**Mr. Bolan:** That's the one that goes from Swastika to Rouyn. What about that one?

**Hon. Mr. Bernier:** It is being subsidized now.

**Mr. Bolan:** Where is it shown on your figures?

**Mr. Campbell:** The federal government pays the subsidy on that one.

**Mr. Bolan:** I realize it pays the subsidy on that, but where are the figures?

**Mr. Campbell:** These are only the amounts that represent the provincial subsidies to the ONTC, so it wouldn't show on the figures shown here.

**Mr. Bolan:** First of all, the Nipissing Central Railway is owned by the Ontario Northland Transportation Commission. Have

you considered changing the name and taking over the Nipissing Central Railway so that it all forms part of the Ontario Northland Railway, which would then make the Ontario Northland Railway an interprovincial railway, which then would make you eligible for full subsidies? Have you considered that?

**Hon. Mr. Bernier:** I have heard that discussed.

**Mr. Campbell:** Under the VIA plan, which is coming in April, the theory is that VIA could make a contract with the ONTC. They would not be limited, as the CTC was, to a federally-regulated railway. I think if the VIA plan lives up to its advance billing, there is no reason that they couldn't subsidize the ONTC. As a matter of fact, we are looking forward to negotiating with them on that point.

**Mr. Bolan:** Of course, you then would come under CTC regulations, and what kind of problems would that create for the ONTC?

**Mr. Campbell:** We would have to look at that.

**Mr. Bolan:** You understand that is a real problem, too.

**Mr. Chairman:** Mr. Pope, one question; we have gone five minutes overtime.

**Mr. Pope:** I will have to pass. I can't do it in one question.

Vote 903, including a \$5,590,000 supplementary item, agreed to.

**Mr. Chairman:** This completes the estimates of the Ministry of Northern Affairs.

The committee adjourned at 4:13 p.m.



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## SPEAKERS IN THIS ISSUE

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Bernier, Hon. L.; Minister of Northern Affairs (Kenora PC)  
 Bolan, M. (Nipissing L)  
 Elgie, R. (York East PC)  
 Havrot, E. (Timiskaming PC)  
 Kerrio, V. (Niagara Falls L)  
 Lane, J. (Algoma-Manitoulin PC)  
 Laughren, F. (Nickel Belt NDP)  
 Pope, A. (Cochrane South PC)  
 Reid, T. P. (Rainy River L)  
 Rowe, R. D. (Northumberland PC)  
 Sweeney, J. (Kitchener-Wilmot L)  
 Villeneuve, O. F.; Chairman (Stormont-Dundas-Glengarry PC)  
 Wildman, B. (Algoma NDP)

**Ministry of Northern Affairs officials taking part:**

Aiken, H. J., Assistant Deputy Minister, Northeastern Region  
 Campbell, T., Deputy Minister  
 Clifford, F. S., Ontario Northland Transportation Commission  
 LeNeveu, R. A., Executive Director, Planning and Administration Division  
 Morpurgo, A. R., Director, Program Planning and Policy Development











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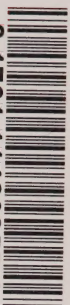


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